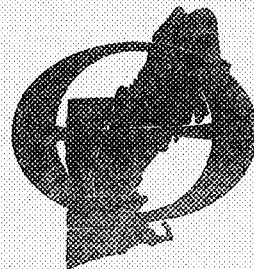


Open Planning / the Merrimack

a report to the
Department Of The Army
Corps Of Engineers

by the
New England Natural Resources Center



Boston
September 1971

NOT FOR PUBLICATION

OPEN PLANNING / THE MERRIMACK

A Public Communications Program For The
Merrimack River Valley Wastewater Management Study

A Report To The

DEPARTMENT OF THE ARMY

CORPS OF ENGINEERS

Under Contract #DACW 52-71-C-0003

By The

NEW ENGLAND NATURAL RESOURCES CENTER

Boston

CARL H. REIDEL
Study Director

September 1971

Its name is Public Opinion

It is held in reverence

It settles everything

Some think

it is the voice of God

MARK TWAIN

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ANNEX A -- LEGISLATIVE SUMMARIES (Not Part of this Volume)

INTRODUCTION

Summary of Objectives. The broad objective of this study is to recommend framework guidelines for initiating and conducting a public communications program for the Merrimack River Valley wastewater management study. Specifically, the objective is to design an open planning process that stimulates substantial public involvement and participation in the preauthorization study to be undertaken by the Corps of Engineers in cooperation with the Environmental Protection Agency.

This report presents the findings and recommendations of a study conducted by the New England Natural Resources Center under contract to the North Atlantic Division of the Corps of Engineers. The report is organized in two major parts: Part I is a description and analysis of channels for public communications, including a review of key issues, governmental institutions and leadership components in the study area. Part II presents a framework for open planning.

As set forth in the Study Contract, the purpose of initiating this study with the New England Natural Resources Center is:

to enable the public to influence the planning process as wastewater management problems are evaluated and alternative solutions are formulated to deal with these problems. ...if implementation of programs is later sought in order to satisfy and fulfill what are believed to be legitimate public values and needs, then this effort must be preceded by substantial public involvement during the planning process in a form that is open and reciprocal, not narrow or one-sided.

In order to achieve these purposes the Study Contract sets forth the Scope of Work as follows:

Work Items: The public communication program must be designed to stimulate communication, as well as to provide an opportunity for the public to exert its influence. In addition, procedures to evaluate the results of the public communication process have to be formulated. Therefore, the work items to be accomplished under this contract are:

- (a) A determination and description of channels for public communication;
- (b) Proposals for stimulating and motivating public communication;
- (c) Formulation of procedures for evaluating the ongoing public communication process and the information derived therefrom.

While the New England Natural Resources Center is in full agreement with the purposes and terms of the Contract as set forth above, and which we believe to be accomplished in this study report, participation by the Center in the study should in no way imply advocacy of the Corps' programs for either interbasin diversions or wastewater reclamation within this or any other river basin in New England. The Center's primary purpose in undertaking this study is to support Corps' efforts to afford the public an opportunity to evaluate on a rational and factual basis, early in the planning process, a program that we believe to be of considerable significance to the New England region.

Some Basic Assumptions. Fundamental to the initiation of a truly open planning process is a clear understanding of the basic philosophy underlying such a venture. In this sense, philosophy becomes the most practi-

cal aspect of the open planning process. Unless the initiators and participants of the process, in this case the Corps of Engineers and the various "publics" of the Merrimack River region, are committed to the basic philosophy of open planning, elaborate analyses and strategies are so much academic speculation.

Perhaps the most crucial aspect of the open planning process at the outset is the attitude of the Corps of Engineers itself. Unless the process is initiated from the basis of a firm commitment to the assumptions upon which this proposal has been developed, there can be little hope for public acceptance of the open planning program recommended. What then are the basic components of a sound open planning philosophy?

First, this study rests strongly on the belief that water resources planning open to public participation is the only realistic and viable approach in the current environmental decade. In the words of the Institute for Water Resources report, Public Participation In Water Resources Planning:

Greatly increased emphasis on public participation and involvement in the planning process is now a fact of the Corps planner's life. Citizens' interests in resource planning and their determination to have a piece of the action in decisions that affect them is well demonstrated by current experience of all planning agencies.
(p. iii)

This statement suggests a stance that accepts open planning as an imperative -- "a fact of the Corps planner's life" -- and that open planning is not just one alternative planning strategy on a spectrum between dog-

matic "engineering" of public acceptance and a traditional "public relations" program. It is a new approach that opens planning to genuine public participation. The ever-present danger of less-than-total commitment to this concept of open planning is the temptation to merely use "open planning" as a strategy for manipulating public participation.

While it is not the purpose of this report to defend the above assumption that open planning is a planning imperative, it should be clearly understood that this philosophy is borne of a new understanding of water resources development and not just some ideological commitment to "democratic" process. Rather, open planning philosophy is a direct outgrowth of a broadened recognition of the components of water resources planning. Again, to quote the Corps report, Public Participation In Water Resources Planning:

With broadened public interest in water resources, planners must recognize that social and political feasibility are as essential a part of the planning process as engineering and economics. Hence, the planner should refine the limits of social and political feasibility throughout the entire planning process. The purpose of public involvement in planning is to accomplish this end by constant communication with individuals and organizations who in the end are the determining influences. (emphasis added) (p.5)

Thus, the first tenet of a realistic and practical open planning philosophy is a commitment to openness as a planning imperative. This, above all, requires genuine honesty with the public. Candor with the public and its organizations must be the hallmark of an open planning program. At a time when secrecy in government is under heavy suspicion, the Corps

must approach an open planning program with the conviction that the greatest resource available to it in water resources planning is the respect and gratitude of the public. On this assumption rests all else.

Issuance by the Chief's Office of Circular No. 1165-2-100, dated 28 May 1971, establishes public participation in water resources planning as operating policy. This circular includes a quote from Lt. General Clarke, Chief of Engineers, which ratifies this report's assumption that open planning is a policy imperative:

I consider public participation of critical importance to the Corps' effectiveness as a public servant. It is ... an area I won't be satisfied with until we can truly say that the Corps is doing a superb job.

The second major assumption underlying the open planning proposal set forth in this study report is that open planning is costly in time and budgets. Again, to quote the previously-cited Corps report:

More public participation ... does not insure that future controversy in resource planning will be avoided. On the contrary, it may serve to stimulate controversy in planning studies. ... Such conflicts, often coupled with considerable lag time between the completion of plans and the prospects for implementation, may eventually result in wasted effort and resources. The planning times and budgets of future planning studies need to reflect the reality of greater public involvement, information, and participation in the planning. (p.3)

Here again, it is not the purpose of this study to defend this assumption. Justification for the added costs of open planning rests on the belief, again borne of experience, that bringing all issues into focus early in

the planning process increases likelihood that conflicts can be resolved before decision makers are so committed to positions of opposition that retreat is impossible. Yet this is not really a "justification". Open planning costs quite likely will not reduce overall planning costs. The best we can hope for is that when a plan is submitted for authorization it will reflect vital public goals and values, and include those aspects of social and political feasibility crucial for public acceptance and ultimate success.

The practical realities of this second basic assumption are especially critical for the Merrimack study. This study has built into it two significant innovations for the Corps of Engineers. Not only is this the Corps' first venture into comprehensive open planning, but it is also the first attempt to seek authorization for basin-wide wastewater management. And, to greatly complicate matters, these new ventures are being attempted in a large, diverse river basin with an extremely short planning period. Either innovation -- open planning or wastewater management -- justifies significant time and budget inputs over that usual for a major Corps project. Combined, these two innovative ventures demand the highest priority for the commitment of special funds and staffing. The open planning proposal recommended in this study report rests firmly on the assumption such priority status is intended.

Specific recommendations for staffing and funding are set forth in detail in Part II of this report, which we believe are consistent with the May, 1971 Corps Circular No. 1165-2-100, which states that preauthorization survey studies can include increases in study costs of 10% without

prior justification; and that larger increases may be acceptable with proper explanation and approval by the Office of the Chief. (paragraph 9b)

Beyond actual time and dollar demands, it should also be understood that the controversy and conflict likely to be generated by an open planning process will require more than time and dollars. It will demand of the Corps planners involved both the tenacity and perseverance of Saints! Citizen participation in planning is a sure guarantee of increased conflict and public controversy. Open planning is no panacea to conflict resolution; it is difficult and demanding at best.

In summary, the open planning process recommended in this report rests on the assumptions that the participants are committed to the practical imperative of public participation in the Merrimack wastewater preauthorization study, and that the Corps is willing to pay the price of time, budget, and conflict expansion. The benefit, hopefully, will be a final authorization proposal that is both socially and politically feasible, and a true test of the Corps' ability to design wastewater management systems in an open planning context.

I - ANALYSIS

This portion of the study report provides a profile of the social/political characteristics of the Merrimack River Basin which will have a direct bearing on the shape and strategy of the recommended open planning process described in Part II. The profile is broad at best, intended only to suggest those public policy questions which will require continued and detailed analysis as a dynamic open planning program is developed.

While the four sections of Part I examine overall social/political characteristics, several major public issues, governmental institutions, and regional leadership components, they must be seen in a total context; not as discreet entities for analysis. It is the synergy -- the sum total of social/environmental interaction -- that has meaning for an open planning process. Furthermore, in a region as large and diverse as the Merrimack Basin, no single analysis of any social/political component can have direct applicability to a given tributary or community in the Basin. Such understanding must flow from the open planning process itself. Indeed, this is the purpose of open planning: to assess the political and social feasibility of alternative plans through public participation in the planning process. The analysis provided in Part I of the study report, therefore, should be considered as only an outline of the kinds of understanding to be sought through open planning. Undue reliance on the data and analysis summarized herein will only serve to stifle the very process this report advocates.

A. THE STUDY AREA -- A Summary Introduction

Finding its source in the White Mountains of northern New Hampshire, the Pemigewasset River flows south to meet the Winnepesaukee River near Franklin to form the Merrimack River. Joined by the Contoocook above Concord, the River flows through Concord and Manchester where it is joined by the Suncook and Piscataquog Rivers. From Manchester it flows through gently rolling hills, joining the Souhegan River; through Nashua where it joins the Nashua River; and enters the Lowell-Lawrence-Haverhill area. At the confluence with the Concord River at Lowell, the River drains about 90% of its 5000 square mile watershed area with a long-term average flow of about 4,530 million gallons per day. From Lowell the River flows northeasterly to the Atlantic Ocean at Newburyport.

The Merrimack Basin is about 135 miles long and 68 miles across at its widest. The River has a total length of 116 miles of which the lowest 22 miles are tidal, up to about Haverhill.

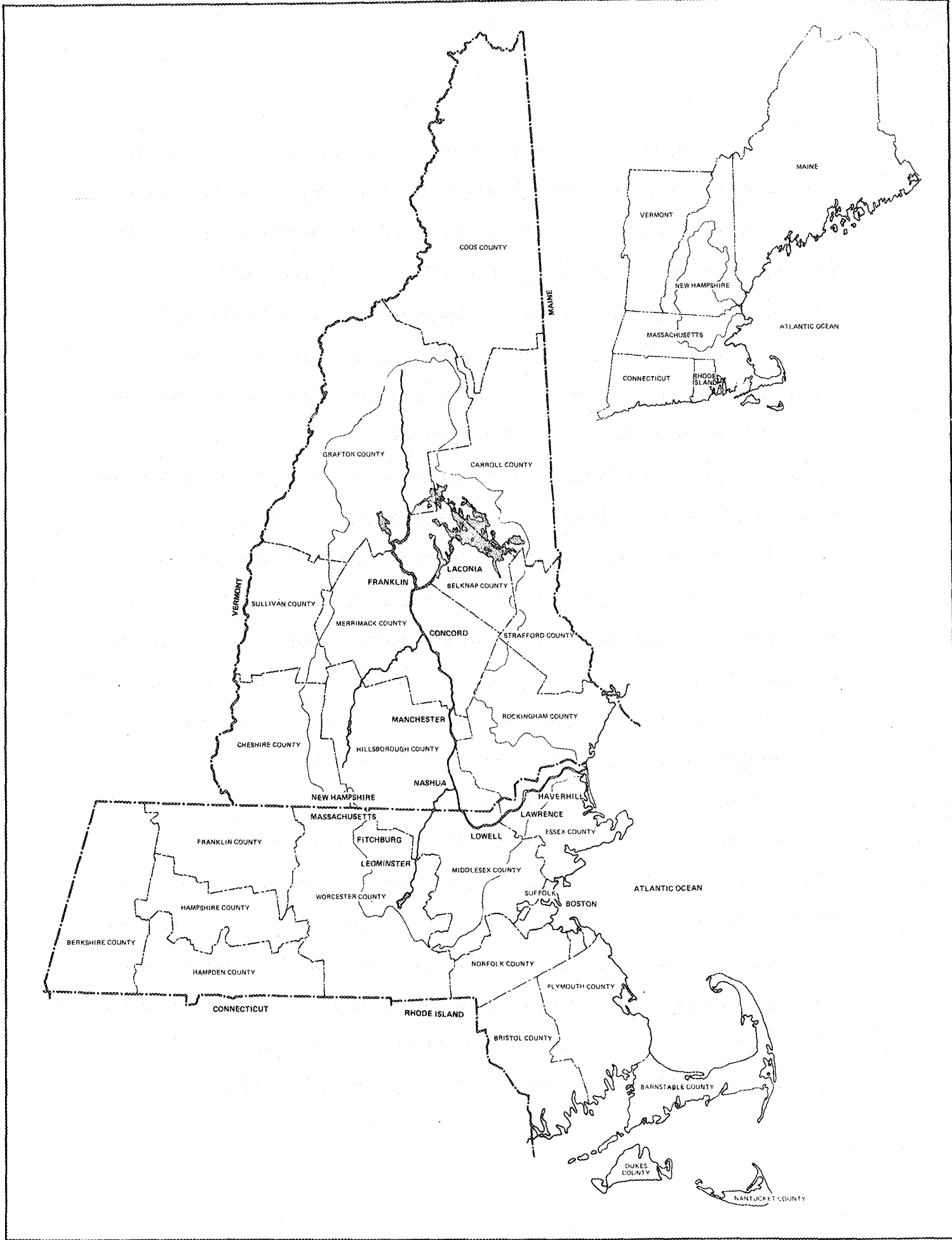
Statistics such as those above, even if extended in considerable detail, fail to even suggest the varied physiography and associated social patterns of this magnificent river. Perhaps only direct experience is sufficient to grasp the components important to the objectives of this study. The danger of attempting to characterize the basin in terms of River-related statistics is the tendency of water resource planners and engineers to forget that a river is its entire watershed; the totality of the man/land interrelationships within the basin. Thus, the Merrimack River must be seen as it is seen by those living within local tributary

sub-basins and communities.

To the north the River is seen as mountains, small streams, recreation and land use patterns associated with the White Mountain National Forest. The Lake Winnepesaukee-Laonia region is less "a river" than it is lakes, but even within this apparently homogeneous area great variation in land uses and social patterns are evident. The posh summer resorts near Wolfboro contrast sharply with the boom-town atmosphere of the Interstate 93 impact area near Laonia and Meredith. Further down River the declining agricultural areas, with a drop from about 12,500 farms to less than 3,000 in the past 20 years, presents another man/land complex with tremendous local variation in social, economic, and environmental interrelationships.

Agriculture in the basin is concentrated on an estimated 168,500 acres of cropland; 44,100 acres of pasture; and 1,750,000 acres of private forest lands. About 50% of the farms are under 100 acres with hay crops accounting for about 2/3 of cropland acreage, 10% in corn or vegetables, and 25% in miscellaneous uses. Nearly half of the farmers receive a considerable portion of their income from non-farm employment. The market for agricultural production is good, but farming has continued on a sharp decline for several decades.

Perhaps the most important historical pattern in the basin is the growth and decline of the industrial communities along the main stream of the Merrimack and Nashua Rivers. In the words of a basin journalist, "For a Century, the Merrimack River has washed the communities along its banks with power and prosperity; today, it bathes them with pollution -- and their luck has turned".



More than a hundred years ago, enterprising Yankees in Massachusetts and New Hampshire recognized the potential of harnessing the Merrimack River's current to provide power to drive the new machinery they had invented. Thus Lowell, Lawrence, Haverhill, Concord, and Manchester brought the Industrial Revolution to America. Lowell soon became the textile capital of the World. Haverhill mass-produced shoes and leather goods, and Fitchburg on the Nashua tributary capitalized even further on the boundless water by establishing paper mills.

Having lined the riverbanks with red-brick factories, Lowell proceeded to web its interior with such an intricate network of locks and canals as to give it the nickname, "Little Venice". The Middlesex Canal was dug directly to Boston to speed factory production to the Hub City for distribution to the markets of the World and Nation. The first railroad in America was similarly built from Lowell to Boston. Attracted by the thriving industries and steady work, mill workers poured into the region from Europe and Canada, from Poland, Greece and Italy.

It was during this period of industrial expansion and prosperity that the rapid decline in the quality of the river itself began. Attitudes toward the river, like attitudes toward natural resources nationally in the late 19th Century, failed to take into account the finite capacities of natural systems. The Basin saw the River as a unique source of power for their factories; a boundless supply of clean water, the main ingredient in papermaking; and a most convenient channel for disposing of all wastes. Today, the deterioration of the river's ecological system is so

severe it is all but impossible to determine its pre-development condition.

In time and in response to the prosperity, the cost of production rose in the factories of the Merrimack. Textiles began to price themselves out of the market. Many firms packed up and went south for cheaper labor. In more recent years, foreign competitors mastered the American technology and used it to further erode New England dominance in textiles and shoe manufacturing. Again, in the words of a local journalist, "The proud mills of the Merrimack folded under pressure -- and the anguish was complete". Lawrence was recently branded with the highest unemployment rate in the United States.

The flight of the water-based industries has lessened the dumping of industrial wastes, but burgeoning towns threaten to more than offset the temporary relief. The recovery of Lowell, Lawrence and Haverhill, and upstream communities on the Merrimack and Nashua, from the economic shock of losing the textile industry has been painfully slow. As a result, attempts to restore the river have been even slower. Early conservationists faced a seemingly impossible task of convincing an apathetic public and unresponsive governments that river restoration was at least one key to recovery of the region. Until recently an attempt to manage wastewater on the Merrimack on a scale proposed in the current Corps feasibility study would simply have failed for lack of public and governmental support.

But a new mood has swept the Nation and the Merrimack Region. Environ-

mental awareness and a growing commitment to apply our technological skills to pollution abatement and resource management is making the impossible of a few years ago at least a possibility. Communities have begun to vote "yes" on bond issues, accepting new water quality standards and the controls that go with them. In some areas, such as the Nashua River, the public has pressed for faster action and higher standards than the bureaucrats. If not ideal, conditions for planning comprehensive programs for wastewater management in the Merrimack Basin are better than ever before in history.

The Corps of Engineers is no stranger to the Merrimack. Its work in building flood control dams and reservoirs in the upper reaches of the river has enabled downstream sections virtually to forget the threat of spring thaws. Droughts of recent years have called for further responsibility by the Corps for the watershed. Compared to some regions of the Nation, the Corps comes to the question of comprehensive wastewater management planning on the Merrimack with at least an acceptable image. But image is not enough in New England. Large scale intervention by the federal government is still suspect in this last bastion of the town meeting form of government. Its citizens still cherish the right of free petition. It still maintains the two largest legislative bodies in the Country.

New Englanders are accustomed to deciding for themselves how and by whom they will be governed -- and in which direction. From the region's earliest beginnings, these people have resisted arbitrary domination by

authorities; at one point causing a revolution. "Participatory democracy" is the modern expression of the same tradition. Open planning is an attempt to build on that tradition.

The "broad brush" description of the study area in the preceding paragraphs is supported in subsequent sections with detailed analyses of specific components of the region as a social/political system. However, it cannot be over-emphasized, as stated earlier, that the planner's assessment of the social/political environment of the Basin must emerge from the open planning process. Any profile of the region suggested by the subsequent analyses in this study report can be no more than general background. The people of the Merrimack Basin -- the "public" -- do not constitute a homogeneous community; they are only nominally citizens of a watershed. Discovering their goals and values, concepts of community, and relationships to the River as applicable to the overall wastewater management study are the objectives of open planning. For the public, especially in New England, any assumption that the boundaries of a watershed are meaningful social/political boundaries may be seriously in error.

While the following sections of Part I deal almost exclusively with the social/political components of the Merrimack Basin, it must be recognized that these questions cannot be disassociated with the ecological components. "Environment", as used in this study, recognizes the total man/land relationship. While not within the scope of this study, ecological considerations must provide the fundamental base lines within which the social and political feasibility of various engineering alternatives are evaluated.

B. PUBLIC ISSUES

This section summarizes several of the predominant public issues in the Merrimack River region expected to have direct bearing on any proposal for comprehensive, basin-wide wastewater management planning. More detailed reviews of several capsule case studies are provided to further illustrate how these broad issues come to bear on specific situations.

1. A Summary Of Public Issues

For the Merrimack Valley, cleaning up the river has become a top priority issue. It binds all communities in a common concern, if not a willingness for common action. As an overall regional issue, pollution abatement is almost as important as coping with the economic recession that has crippled the valley. For many, these issues are inseparable; cleaning the river is increasingly seen as one key approach to the economic problem.

In the short run, however, the economic recession remains the critical issue, especially in the lower Merrimack. Begun when textiles departed the area, it was compounded as foreign imports undercut U.S. prices. Haverhill, for example, has had to use raw materials admitted under high tariffs and then turn around to compete with finished imports admitted under low tariffs. How the new 10% import tax will affect this situation is not yet clear. Cutbacks in government contracts have hit the electronics and space-oriented industries that moved in to fill the breach left by the declining textiles industry. The area's economy was temporarily

stimulated by war and space spending, but now it is doubly dislocated. This rapidly deteriorating economic situation could have considerable bearing on regional attitudes toward a comprehensive program of pollution abatement, depending on who will be expected to pay. While pollution abatement may be the highest region-wide priority, it is inseparably a part of the overall economic health of the region.

Other more localized issues also plague the region: soaring local property taxes; an archaic structure of county government which breeds duplication and patronage abuse; an uncoordinated transportation system that favors Boston over the Valley, and which has not yet taken full advantage of its new interstate highway network; an ever-increasing school population born of expanding suburbs and aggravated by the phasing out of parochial schools; a desperate need for more low and medium income housing; aging core cities in need of renewal; a piecemeal system of delivering health care and other social services.

These complex issues are creating increased citizen demands for new regional approaches with strong governmental leadership. Lowell, for example, in the search for more aggressive leadership, is studying the restructuring of its city charter to reinstate a strong mayor form of government and greater accountability. As discussed in one of the case studies below, completion of Interstate 495 has given the lower Valley's towns and cities a new common identification, and a sense of success in seeking regional solutions. Nevertheless, there remains an ingrained and persistent resistance to regional approaches for solving problems in

the region. This is especially so as one moves north into the smaller communities of New Hampshire.

Strong local factions in almost every New Hampshire town are constantly striving to maintain "home rule" in government. There is often strong resistance to regionalizing schools, fire departments and solid and sanitary waste disposal facilities. The problem is not simply the designing and financing of regional facilities, but the loss of town control over the maintenance and operation of those facilities. Questions of operating policy for a wastewater treatment facility may not seem very controversial, but the issue is unlikely to be resolved on the mere facts of wastewater treatment technology. Past experience with regional school systems overriding local desires for curriculum patterns or teacher salaries will more likely decide the issue. Anyone doubting the truth of this apparently irrational approach need only sit in on a few town meetings in the Valley. Although the resistance to regionalism has decreased in recent years and many joint ventures between towns have taken place in the Basin, this problem is still of major import for any regional proposal and will have to be faced directly in the open planning program. This is illustrated in several of the capsule case studies.

2. Wastewater Management Issues

Funding. Given the region-wide economic situation, the only wastewater management proposals likely to meet with any degree of public approval will be ones that recommend 100% federal funding. The lag in federal funding for currently-planned facilities has already created a certain

degree of animosity. The first question to be expected from any hard-headed Yankee will surely be, "if federal funding for flood control and interstate highways, why not for pollution?"

From the standpoint of the local autonomy question discussed above, full federal funding may be the only way to encourage a regional approach. In any event, straight-forward answers to the question of funding must be available early in the planning study. It is unlikely that any open planning program, no matter how elaborate or well designed, can function effectively without early resolution of this question.

Use of Resultant Clean Water. Recent public hearings in New Hampshire indicate strong opposition in that State to Corps proposals for a Connecticut River National Waterway with associated flood control, low flow augmentation and recreation dams. The main point of contention is the possible use of New Hampshire water to provide flood control and recreational benefits for nonresidents. It is quite likely that this same type of opposition can be expected regarding the use of the high quality water coming from the proposed wastewater treatment facilities. This is perhaps the second most critical issue after the question of funding. It is simply a specific expression of the local autonomy versus regionalism issue discussed earlier.

While use of the new water resource created by wastewater treatment will likely be a critical intra-basin issue (plant location, type, and other factors determining location of outflow), the question of inter-basin diversion is far more explosive. This issue will be the true test

of the Corps' commitment to the open planning process. The relationship of the Merrimack study to the overall NEWS program will have to be made absolutely clear at the outset. This will require that the Corps clearly define the objectives of the Merrimack study. The inevitable question will be whether "maximum water quality" for the Merrimack is the primary goal of the Merrimack study, or whether this is just a sub-goal to the broader objective of satisfying New England water needs and specifically those of Boston. In all discussions of various technological alternatives the degree to which a particular alternative serves those two goals must be made vividly clear. Two briefings held a week apart in July by the Merrimack Study team and the NEWS team would suggest that this degree of goal clarification has not been achieved. From the perspective of the Merrimack Region, the only truly "open" way to make that goal determination is to involve the citizens of the region in the decision.

Here again, the issue of the use of resultant clean water is not an isolated one. It is clearly linked to the question of regionalism and project funding. Given that inter-basin diversion may be called for on the basis of New England-wide requirements, and is not solely a question of local prerogatives, funding an overall wastewater management program may have to be formulated on the basis of the goal the region seeks and the extra-basin benefits to be realized. These questions must be openly explored early in the planning process. No examination of possible modes of wastewater management purely on the basis of alternative technological processes will long sustain support until these more comprehensive policy questions are faced.

Technological Issues. While questions of funding, local autonomy, and use of resultant clear waters are the overriding issues on a regional basis, the expression of these questions on a local level may well focus on questions of technology -- alternative modes of treatment.

Land versus water processes will sharpen a long-standing controversy over land use policy in northern New England. In New Hampshire, people favoring a rural land use pattern with large areas of agriculture, and preservation of flood plains and scenic river banks, are likely to favor some form of land disposal. On the other hand, people who favor increased recreational and industrial development would generally oppose the loss of prime development land for wastewater treatment. They would likely support intensive water disposal systems even where cost considerations favored land-based methods (especially where federal funding likely). On an even more local basis, and where land treatment is generally favored, the inevitable conflict over whose land is to be reserved for treatment areas will greatly complicate the choice of technological alternatives.

Any proposal including new technological innovations will have to overcome instinctive Yankee skepticism of something that goes beyond traditional modes and habits. If these anxieties can be put to rest early by those who have experience with new technologies, much time can be saved by preventing public discussion from becoming bogged down in irrationality. This will be especially true in the case of land disposal systems. Misunderstandings about the quality of effluent to be spread overland will require early and candid discussion of public health problems and ques-

tions of overall aesthetic considerations. One approach would be to convey in the most dramatic fashion the experiences of Muskegon, Michigan and elsewhere in the country of using land disposal systems and recycling of waste sludge from physical-chemical plants. The region's farmers are accustomed to using cow and chicken manure for fertilizers, and the transition to using human waste as nutritional supplements for crops should not be difficult to make if thoroughly explained. Sophisticated space-oriented firms along Route 128 who designed the self-contained space capsules in which human wastes of the astronauts were recycled might be enlisted to assist in explaining and encouraging the acceptability of the recycling process on a grander scale here at home. The key is to explain technological processes on the basis of experience, in space or Muskegon, and not to rely on complex engineering "theories" explained in the abstract.

Questions of wastewater technology are extremely complex for the average citizen. Most people know as little about water as they do about electricity. One flicks a switch and can see in the dark; one turns a tap and can drink. He need not know the difference between a watt and a volt, or activated sludge and "living filters", to make use of these vital resources. But any change in the technology used to provide these resources that has a local impact will immediately raise suspicion, especially in New England. A public educational program clearly outlining the alternatives, carefully prepared in the most understandable terms, is an absolute prerequisite to a meaningful open discussion of those alternatives.

New technological innovations will also engender local controversy where implementation of wastewater management systems is already underway. Local consulting and construction firms who have a vested economic interest in specific local programs and present technologies will seriously question alternatives that alter existing implementation programs. In many instances these consultants have the confidence of local governments and citizens, and will be depended upon by these people for advice concerning technological alternatives. It will, therefore, be essential to brief these firms thoroughly and to involve them actively in any assessment of alternative treatment processes. If these firms gain confidence in the Corps program, and can see a way to become directly involved, they could become one of the most important participants in the open planning program. They, more than anyone else, have experience explaining complex technological systems in an understandable way to local boards of selectmen and town meetings. They know what concerns local communities in a way only possible through long and intimate contact with local leaders.

Land Use Policy. Directly related to technological issues are the broader questions of land use policy. In a sense, questions of long-term land use policy provides the context for the varied public issues outlined above. On one hand, technological questions raise immediate land use issues in terms of lagoon and plant siting, control of land treatment areas, etc. On the other hand, treatment locations and resultant outflows raise questions of long-range regional development, as well as immediate impact issues.

These issues will require early identification of the impacts of various alternatives on overall land use planning in the Merrimack watershed. Existing planning agencies, public conservation organizations, and environmental activists have well-established interests in various patterns of land use in the region. They will be quick to recognize the impact of a comprehensive wastewater management program on their plans. Alternative proposals will have to be carefully studied as to land use impacts resulting from the location of feeder lines, plant and lagoon sites, land treatment areas, storage areas, and other direct land use conversion. Recognition of existing land use plans, and involvement by those involved in that planning, is essential.

More important, however, will be the study and wide discussion of the long-term developmental impacts of cleaning up the River and the use of recovered waste water. Considerable portions of the areas immediately adjacent to the River are undeveloped because of poor river quality, as are large tracts farther from the River because of the unavailability of a large water supply. For these reasons, coordination with planning agencies will be vital to insure the proper allocation of benefits in the highest public interest. A comprehensive, region-wide wastewater management program such as that under consideration will require at least equal effort to develop an effective land use policy for the affected area.

Though not as immediately critical as questions of funding, local autonomy, and short-term technological issues; questions of regional land use policy may likely be the most critical long-term issues in the Corps' entry into wastewater management on the Merrimack, or any other major

watershed in the Nation. Other natural resources agencies of government and the majority of public conservation organizations in the Nation are highly suspicious of the Corps' historic single-minded concern with water resources engineering. True or not, the image persists. Failure to take full and comprehensive account of land use policy questions early in the preauthorization study on the Merrimack will only serve to confirm this belief. Open planning offers a prime opportunity for the Corps to demonstrate its willingness to learn and to be responsive to all aspects of water resources development. The key will be to keep discussion wide enough to encompass these issues even though they apparently have no immediate application to evaluating technological alternatives.

3. Capsule Case Studies

(a) The Massachusetts Pollution Abatement Program. When Massachusetts put its Clean Waters Act on the books, it moved inexorably forward in wastewater management, especially on the heavily-polluted Merrimack River. Following a series of public meetings, the Water Pollution Control Division (WPCD) established water quality standards for the entire Merrimack River including the Nashua. It set up a tentative schedule for construction of the necessary treatment facilities, and private engineering firms were engaged by various cities and towns for studies and plans. Without a basin-wide program these proposals were usually on a town-by-town basis.

(Of 150 municipalities on schedules throughout the State, 120 have submitted preliminary plans, 40-50 have final plans approved; 35 are under construction; and a dozen have been in court, including Dracut and Pepperell. Of 400 industries similarly involved in abatement, 130 have completed abatement programs and 25 are out of business.)

Congressman F. Bradford Morse, R-Lowell, was one of the earliest advocates of a systems approach to cleaning up the Merrimack. He doubted the effectiveness of the traditional town-by-town approach. "There are so many other complex factors involved, we simply must look at this as a comprehensive whole", he declared, "which is precisely what systems management can do". Federal pollution control programs did not take this approach, though E.P.A. is presently studying it.

Since the establishment of initial schedules there has been considerable slippage; some justified, some deliberate stalling. In a few cases there has been outright defiance by smaller communities. Some skeptics

maintain that the schedules are "a joke", and that procrastination will continue until the federal government provides full funding for treatment plant expenses -- and does for national rivers what it has for highways.

The town of Amesbury, for example, resented being singled out by the WPCD for enforcement while more serious polluters upstream were under no such compulsion. At a town meeting where citizens were more concerned with rebuilding a burned-out high school, a site selection for the treatment facility was voted down. The town fathers were officially on record as favoring the site, but there were doubts locally whether voters had been told the same thing as the State. Eventually the town reluctantly appropriated funds for the site and for construction.

Haverhill is almost 2 years behind schedule because an initial engineering survey failed to detect a seepage problem. A \$12 million plant had been designed, too small to accomodate the infiltrating ground water. In addition, the local Continental Can plant is undecided on connecting to the planned facility, a factor on which final plant size must be based.

The Greater Lawrence Sanitary District Commission, established to plan a regional treatment plant, has encountered internal problems deciding who wields control. The plant is not to be located in Lawrence, but in North Andover. The original cost estimate of \$30 million has already risen to \$50 million, with final plans expected next March. (The huge Western Electric plant in North Andover has already erected its own treatment plant, considered a model by many.)

Chelmsford broke away from a proposed regional treatment system with

Lowell, because it found that to go regional would cost Chelmsford an additional \$100,000. The State also underestimated the time required for pilot testing in Chelmsford.

The town of Dracut has also been a "reluctant bridegroom", in the words of a State official, to the Lowell regional plan. It received a court order to contract for an engineering study by April, 1970; it was September before the town complied. The schedule was obviously set back, but the court failed to impose a fine. The town agreed to regionalize with Lowell, then reversed itself. It is still undecided, though Lowell's planned facilities are designed to include both Dracut and Tewksbury.

Billerica already has a treatment plant in operation, made possible through the foresight of regional Economic Development Administration officials.

In addition to the need for basic plant installation, most Merrimack communities have combined sewer systems which must eventually be separated or accommodated by greatly-increased facilities.

In contrast to towns along the main Merrimack, the implementation program on the Nashua tributary has been marked by unusual cooperation between civic and industrial leaders.

It took outsiders to arouse the people of Fitchburg to an awareness of the open sewer with which they had lived for generations. Led by Mrs. Hugh Stoddart of Groton, the Nashua River Clean-Up Committee was formed, including citizens and organizations in communities downstream of Fitchburg and Leominster. The Committee convinced the Mayor and City Council of Fitchburg that something had to be done about the "rainbow colors" of

the River that changed according to the dyes used in papermaking. "We all grew up with these conditions," said Rep. Gerald Lombard, D-Fitchburg, "and accepted them as an inevitable consequence of living in a mill town".

A local commission was established to study the situation. Five industries -- Fitchburg Paper (now Lytton Industries), Croker Burbank (now Weyerhaeuser), Simonds Saw and Steel (now Wallace Murray), Fitchburg Gas and Falulah Paper (now out of business) -- contributed \$60,000. This was matched with \$26,000 from the city. Camp, Dresser and McKee was retained as consultant. Two treatment facilities were designed, one an advanced activated carbon system for West Fitchburg, the other in East Fitchburg to accommodate municipal wastes. Ground will soon be broken for the first plant.

Senator Joseph Ward, a powerful figure locally as well as on Beacon Hill -- and incidentally chairman of the legislative Oversight Committee -- constantly prodded the city. Progress began to develop when Mayor George Bourque, the first to respond to outside pressures, was replaced by a dynamic young mayor, William Flynn. Supported by the Nashua River Clean-Up Committee, he was able to accelerate local commitment and cut "red tape".

The Clean-Up Committee then began to broaden its scope. Its name was changed to the Nashua River Watershed Association, with a membership of about 400. It received a grant from the Fund for the Preservation of Wildlife and Natural Areas, and hired a planning consultant to draw up a master plan for the entire Nashua River Basin. The plan was to reach beyond mere pollution abatement to consider flood plain controls, land use management, recreation potential, community development, and future water needs.

The Association was also influential in getting the New England Regional Commission to designate the Nashua River as a demonstration project to prove that cleaning up the river would enhance the area's economic situation. John Bellizia from the Massachusetts Public Health Department was recently hired as the full-time Director of the Demonstration Project.

A main element in the Nashua River Water Association's master plan is a "Greenway" along the entire length of the Nashua River -- a 300 foot strip on both banks of the River to preserve natural and aesthetic assets. The Association's rationale is that the ideal time to act on land preservation is while river cleanup is under way, but before it is so far along that land values are increased along the shore. The Association is also qualified as a regional land trust which can purchase land outright or receive gifts of land and easements. These actions are encouraging local Conservation Commissions to take the initiative, either on their own or with Association help, to acquire key tracts. The Association is currently pressing for legislation to implement a similar program on a state-wide basis.

(It should be noted that the Association has taken exception to Corps plans to build reservoirs on tributaries to the North Nashua River. Five have been proposed for low flood augmentation and flood control; three of which have been evaluated by an Association consultant and a strong protest lodged. The Association argues that it would be wiser to protect flood plains along the river than to build upstream reservoirs.)

(b) The Laconia-Lake Winnisquam Pollution Issue. In the mid-1950's the City of Laconia, New Hampshire installed a primary wastewater treatment facility. While adequate at the time, the facility did not antici-

pate the rapid population growth in the area nor rapidly increasing demands for water-based recreation. The primary treatment effluent and storm runoff were being discharged directly into Lake Winnisquam -- a heavily-used recreation lake.

By the late 1950's, Lake Winnisquam was developing yearly algal blooms with increasing intensity. The concern of summer residents and local citizens led to the hiring of a consultant by the town of Sanbornton and several neighboring communities. Professor Arman Bibeau of St. Anselms College was asked to investigate the problem and to identify the probable cause. He concluded that Laconia's sewage effluent was the principal cause of the algal blooms. In 1961 the engineering firm of Metcalf and Eddy was engaged by the New Hampshire Water Supply and Pollution Commission to study the Lake Winnisquam situation. The study, though limited in scope, confirmed Professor Bibeau's finding and recommended additional study.

From 1961 to 1967 algal blooms intensified in the Lake. Public concern was voiced by individuals and small ad hoc groups, but no coordinated public effort emerged. The State Legislature appropriated funds during this period for copper sulfate treatment, but the problem intensified. On several occasions dead algae resulting from copper sulfate treatments caused extensive fish kills in the Lake.

In 1967 the Legislature's House Resources and Development Committee held a public hearing in Laconia on the Lake Winnisquam pollution problem. Though well attended, the meeting failed to produce a solution. Local property owners accused the City of Laconia of being the cause of the

pollution problem. The City claimed the State was lax in not proposing a remedial program through the Water Supply and Pollution Control Board. The State placed blame on the federal and local governments for not providing funds for studies or abatement. The Committee merely recommended continuation of copper sulfate treatment as a temporary solution.

The first organized citizens' effort to resolve the Winnisquam problem came in 1970. The Lake Winnisquam Association and the Sanbornton Bay Association, under leadership of Anthony Ascioffa and Donald Foudriat respectfully, united in legal action against the City of Laconia. Attorney Richard F. Upton represented the associations, while Attorney Bernard Snierston provided counsel for the City. Former Mayor B. Donald Tabor and Mayor Rodney Dyer were spokesmen for the City. The suit charged that the City, by allowing its effluent to pollute the Lake, was responsible for damages resulting from decreased property values around the Lake. Damages were asked for affected landowners and a restraining order was requested against Laconia. This case is still pending in Superior Court.

As a result of this court action, and the resulting popular outcry, the City of Laconia and seven other towns have initiated an \$80,000 feasibility study to propose solutions to the regional water pollution problem. Charles A. Maguire and Associates of Boston have been hired to study effluent discharges into the Winnepesaukee River Watershed and to propose a wastewater management program for the region. The preliminary study report is due in October, 1971. Other towns involved are: Meredith, Gilford, Sanbornton, Tilton, Belmont, Franklin and Northfield.

A similar pattern of public action in the Laconia area has resulted from a request by the Brick Yard Mountain Inn to add a 90-unit addition to present facilities, with connections to the Laconia public sewer system. In accordance with State Law, the City of Laconia requested permission from the New Hampshire Water Supply and Pollution Control Commission to make this addition to its sewer system.

In early March, 1971 the Commission held a public hearing on the proposal, at which substantial opposition was voiced by local citizens in the Lake Winnisquam area. Laconia insisted the proposed development was needed to provide new tax revenues to avoid a substantial increase in Laconia's tax rate, an argument which silenced opposition from many Laconia residents.

The Sanbornton Bay Association, the Lake Winnisquam Association and the Lakes Region Clean Waters Association strongly opposed the granting of the permit. Through spokesman Peter Karagianis, President of the Clean Waters Association, they contended that the Water Supply and Pollution Control Commission should halt all construction in Laconia until the City could properly treat additional effluent. This stand was later modified to include only development that would add substantially to the current pollution load. They further contended that the addition of 90 units at the Brick Yard Mountain Inn to the Laconia sewer system would represent a substantial increase in pollution.

On March 23, 1971 the Water Supply and Pollution Control Commission granted Laconia permission to extend sewer service to the 90-unit hotel addition. As a condition to the permit it was agreed that the City of

Laconia would proceed forthwith to complete a sewer sealing program. It was the contention of the Water Supply and Pollution Control Commission that surface and ground water leaking into the Laconia sewer system was resulting in inefficient operation of the system and causing an overload problem, and that correction of this situation would allow the additional 90 units without increase in the pollution level.

Subsequent action by the Lakes Region Clean Waters Association, the Sanbornton Bay Association and the Lake Winnisquam Association has been to seek court action against the Water Supply and Pollution Commission to halt the granting of the permit. Their argument is as stated above. They also argue that the State's primary responsibility is to maintain water quality, not to foster more development. This suit is currently pending in the Supreme Court with preliminary hearing expected this fall. The plaintiffs have retained attorney William S. Lord of Nighswander, Lord, Martin and Killkelly (Laconia). Attorney Paul L. Normandin of Normandin, Cheney and O'Neil (Laconia) is representing the City of Laconia and the Brick Yard Mountain Inn.

Representatives of the clean water groups mentioned above also sought help from the Governor's Office, the Attorney General's Office and through personal consultations with representatives of the Water Supply and Pollution Control Commission. Unsatisfactory responses from these state officials resulted in the court actions.

Some Conclusions. If any overall pattern is apparent in these experiences on the lower Merrimack, the Nashua, and in the Laconia area, it is

the key role played by organized citizen action. In each, citizen involvement has been in the advance of local and state government. On the lower Merrimack, where united citizen action was lacking, implementation of a regional approach languishes. On the Nashua, strong citizen leadership with support from regional organizations like the Regional Commission, New England River Basins Commission, and New England Governors' Conference, has led to coordinated action. The Laconia situation is somewhat of a middle-ground situation. Citizen groups were slow to form and failed to develop into a strong, unified regional movement. Failure of these groups to focus unified pressure on state and local government led inevitably to adversary proceedings. If any conclusion can be drawn from these cases it is the need to support and encourage citizen participation. Failure to do so can result either in bureaucratic delay or resort to legal actions. With growing acceptance by the courts of class actions, supported by broadened legislation for environmental protection, citizen organizations will increasingly resort to the courts in the face of bureaucratic and political inaction. Massachusetts adopted legislation this month permitting citizens groups to sue for environmental protection.

Underlying these cases are the broader public issues of funding, distribution of the benefits of water quality improvement, and local autonomy. Broader questions of land use policy are clearly emerging on the Nashua. The following cases, though not related directly to pollution abatement, further emphasize the role of citizen action, the overriding influence of regional economic problems and the persistent local resistance to compre-

hensive regional planning.

(c) Interstate Route 495. Probably the greatest single event affecting the entire Merrimack valley in recent years was the development of Route 495, the Outer Belt Interstate. It was originally conceived as a relocation of Route 110 paralleling the River. When the Federal government launched the Interstate Highways Program, the idea was broadened in concept into a circumferential limited-access highway to open less-developed areas around Boston to the same potential as along historic Route 128.

There were remarkably few local obstacles to its development, the lack of which cannot be attributed only to the promise of economic development. The project was marked by both careful design and close cooperation with conservation interests. The Department of Public Works employed innovative new approaches to minimize ecological and social dislocation, using "contour design" and aerial photogrammetric procedures for road location. In cooperation with the Departments of Public Health and Natural Resources, special efforts were made to fit the design into the landscape and to consider wetlands and runoff effects from road surfaces. The route was carved through undeveloped sections and designed to accommodate anticipated connectors to nearby communities.

In Lawrence, special care was taken to design the highway around the new incinerator and to provide access to it as well. In the town of Harvard, an Indian burial ground was uncovered and the Department retained an archeologist to allay fears of its disruption. In Littleton, design was carefully coordinated with plans for a large regional school.

Plans to complete connectors into the large cities, however, met with local opposition. In Lowell, a recalcitrant city council motivated by politics, refused to approve a long-standing plan for an extension of the connector to encircle the city and provide limited access to the business district. Opponents saw it as a plot to favor certain business interests on the opposite side of the power structure. The Department of Public Works backed off until the local struggle could be resolved. As of now, the "connector" ends abruptly midway into Lowell.

Connectors for Lawrence and Haverhill have both had public hearings and are proceeding in accordance with DPW plans and funding.

Interstate 495 went on to win a national award as one of the best-designed expressways in the Nation. The timing of the project could not have been better to take advantage of generous 90/10 federal funding, thus lifting a burden from the participating communities; and to use what were then advanced design techniques, making the project an enviable economic asset with little opposition from environmentalists.

In many ways this highway is reorienting the thinking of Valley residents, making of it a more self-conscious entity capable of recognizing the merits of regional approaches to planning. Again, however, the formula that made the I-495 project successful was a blend of responses to issues of funding, local autonomy, and technological sensitivity to varied resources.

(d) The Merrimack Valley Comprehensive Health Planning Council.

The formation of the Merrimack Valley Comprehensive Health Planning Dis-

district represents an example of how determined citizens can persuade State officials that local autonomy should take precedence over apparently remote and arbitrary regional plans.

Four years ago, the President's Partnership for Health program authorized Federal assistance to State agencies, and then to regional groups, to plan regional delivery systems for health services. Initiative and leadership at the regional level was strongly encouraged in the Federal mandate.

A regional group took shape around the hospitals of Lowell, Lawrence, Methuen, Haverhill and Newburyport along the Merrimack River. Their concept of jurisdiction, however, ran counter to the plans of the Office of Program Planning and Coordination (OPPC) with responsibility for supervision of the regional health councils. In Lowell's case, the OPPC had merely adopted an earlier arbitrary district for mental health purposes which linked Lowell with Cambridge and Somerville in a north-south boundary configuration. Its justification for this boundary in mental health jurisdictions was that this pattern revolved around treatment centers at both axes. It also followed the traditional orientation toward Boston that flowed from Boston & Maine rail lines, ignoring the now-important influence of new Route 495. Lawrence and Haverhill were similarly linked with Malden and Melrose by the OPPC.

Valley communities, preferring association with each other, were not satisfied with the OPPC boundaries. The OPPC did not agree, and refused funding in order to force Valley protagonists to comply with their plans. To accept the valley-oriented plan would mean an arduous revision of a

whole series of existing districts for the OPPC.

"We took the ultimate recourse", says Richard L. Donahue, Merrimack Valley Comprehensive Health Planning Council chairman. "We mobilized the area's legislators, and we took the case to the Governor". By executive order, Governor Sargent directed the OPPC to adopt the Merrimack Valley Concept.

Many other groups in the same region have followed suit in accepting the new Valley outline for organization: A Merrimack Valley Medical Association is under consideration; several regional dental associations have already merged; two bar associations touching the valley are about to unite; an Economic Development Area reaching from Lowell to Newburyport is being considered to take advantage of increased federal participation in projects affecting depressed economic regions. There is talk of redesigning the Standard Metropolitan Statistical Area into a new Merrimack Valley grouping, quite apart from Boston.

This functional regionalization has laid the groundwork for a new look at county boundaries and functions. With air and water pollution; with crises in welfare, judicial and social programs; with drug addiction spreading across old boundaries; sentiment is growing for a reassessment of archaic county lines. Taxpayers are demanding more efficient and effective County operation -- and either adequate justification for county assessments or abolition of this middle government completely, with assignment of its functions to other agencies.

Both of the above cases indicate a growing sense of regional unity along the lower Merrimack, a trend that could have considerable import for wastewater management proposals linking these communities together in a common system. At the same time, however, this growing self identity is eroding traditional links with the Boston metropolitan area, a fact making possible water diversion from the Merrimack to the Hub City less likely to be well received in the Valley.

The more important lesson from these cases than apparently changing patterns of identity, is the need for good two-way communications with the public to detect emerging patterns before launching comprehensive planning from a regional or federal level. It is obvious that failure to do so could lead either to legal action or, as in the OPPC case, to appeal for direct political intervention in bureaucratic processes by executive order.

Though perhaps redundant at this point, it must be stressed that the future social/political climate in the Merrimack Basin will be one clearly marked by active and strong citizen involvement. Public agencies, whether Federal agencies proposing regional plans or State agencies administering Federal programs, who fail to incorporate citizen participation in their planning processes are headed for trouble -- in the town meeting, the courts, or the offices of political leaders.

C. GOVERNMENT INSTITUTIONS

Governmental responsibility for water pollution control and abatement represents a classic example of the diffusion of power in a federal system of government. A complex legislative history, and subsequent interpretation of that legislation through administrative regulations and judicial review, has fragmented the responsibility for water quality management among a maze of Federal, state and local agencies. In addition, governmental jurisdiction is further complicated if related aspects of water pollution control and management are considered: land use planning, fish and game resources; agriculture; flood control; stream flow control; utilities; industrial development; etc.

This pattern is especially complex in the Merrimack Basin where regional and interstate interests are involved. It is at this level that questions of legislative and judicial history are most confused, with a lack of clear distinctions between "cooperative" compacts or agreements and more binding intergovernmental relations established through judicial interpretation.

Detailed analysis of governmental authority, organization and programs bearing upon the full range of implications for the Merrimack Wastewater Management Study are obviously beyond the range of this immediate report. Such analysis will be necessary as specific alternative proposals are developed. One approach, recommended in Part II of this report, is the establishment of a Technical Panel to address these issues. In addition, specific studies will have to be undertaken by legal consultants to pro-

vide in-depth analysis of the legal, jurisdictional issues raised by specific alternative plans.

The objective of this section is to provide a basic directory of agencies with readily identifiable responsibilities for water quality management. Brief summaries of legislative authorizations and major programs are provided for key agencies. This information is intended to provide background reference for the Open Planning Staff to identify those institutions of government that should be included in an open planning program. This directory will need to be expanded and interpreted through direct contact with government agencies on a regular basis throughout the survey study, supplemented with additional consultant studies as recommended above.

The information contained in this section has, for the most part, been assembled indirectly; few direct contacts with government agencies have been made. For this reason, most of the information is an "objective" compilation from document surveys and library research. It does not, therefore, include analysis of the actual application of legislative authority nor an assessment of the effectiveness of agency programs in implementing that authority. This lack of direct investigation is, in part, a result of the practical limitations of time and resources for this study. More directly, however, the reason for avoiding such first-hand contact with agencies was the desire to reserve this activity for the open planning process itself. Premature discussion with state and local agencies about specific aspects of the Merrimack Study could inadvertently

generate misconceptions about the Study. Such contact should be made in the context of the proposed open planning program, as outlined in Part II of this report, by members of the Corps staff who will maintain such contact on a regular basis throughout the study.

1. Overall Summary.

In general, State governments have primary responsibility for establishing, enforcing, and implementing water quality standards. While State standards must be approved by the Federal government, the consequences of insufficient implementation and enforcement are not clear. Complicated procedural formalities limit the Federal government's power to intervene in a basically state-controlled system of water quality management.

Basically, the Federal government's role is that of financial support for research grants and the construction of treatment facilities. Under the Refuse Act of 1899, (see Annex A-2) the federal government does have direct enforcement authority, although how this Act will be implemented when polluters are on a state implementation program, and how it will be applied through state agencies has not yet been established in practice.

The position of regional agencies in water quality management is essentially that of coordination, advice and study. An example of this is the joint action of the New England Regional Commission, the New England River Basins Commission, and the New England Governors' Conference in the recently-initiated study of the Nashua tributary of the Merrimack, and the

provision of supplementary grants to expedite the construction of sewage treatment facilities.

A further example is the program of the New England Interstate Water Pollution Control Commission, established by interstate compact more than twenty years ago. Through this instrument, the six New England states and the state of New York have pledged the abatement of pollution in interstate waters and the establishment of joint water quality classifications. However, the Commission remains entirely dependent upon the actions of the member states to initiate implementing projects and to take enforcement action against offenders.

On the state level, primary authority for water quality management rests with the Massachusetts Division of Water Pollution Control and the New Hampshire Water Supply and Pollution Control Commission.

The Water Resources Board of New Hampshire and the Water Resources Commission of Massachusetts provide study resources for their respective states, with emphasis on water supply and distribution. In New Hampshire, the Board may bring suit to prevent the diversion of New Hampshire waters to other states. Both have authority to conduct studies and protect watershed areas through land acquisition.

A wide range of other state and local agencies have authorities and responsibilities in related water management areas. These include conservation, public health, public safety, public works, and industrial development agencies at the state and town levels of government. The Department of Public Works in Massachusetts, for example, has responsi-

bilities not unlike those of the Corps of Engineers at the federal level, for the supervision of harbors, tide waters, and the banks and waters of the non-tidal portion of the Merrimack River. This Department issues licenses and prescribes standards for the construction or extension of structures in the non-tidal portion of the Merrimack below high-water levels.

In Massachusetts, the Department of Public Safety has authority to enforce laws prohibiting discharges of petroleum, oil, and bilge water which pollute or contaminate any lake, river, tidal water or flat. In New Hampshire a number of agencies have authority in matters of resource development: Department of Agriculture, Council on Resources and Development, Industrial Development Authority, and the Department of Resources and Economic Development. Massachusetts has a similar range of counterpart agencies.

In Massachusetts, the recent state reorganization has consolidated administration of similar activities into several "super departments" headed by top-level executive Secretaries. While this has concentrated many water resource functions in a single Department -- the Executive Office of Environmental Affairs -- the basic fragmentation of authority between operating agencies at sub-departmental levels remains.

The foregoing examples illustrate the wide range and diversity of governmental agencies at state levels which will in some way have an interest in the Merrimack Wastewater Management Study. Early contact with key state agencies and liaison with the two state governors through their representatives on the Review Panel (see Part II, section C-2), should

provide the bases for refining this summary review of state governmental organizations.

On the local level, Boards of Selectmen and town planning boards constitute the most important governmental units. With authority to adopt subdivision rules and regulations, recommend zoning bylaws, and otherwise influence local perceptions of land use, the planning boards are important units in a local contact network. In both Massachusetts and New Hampshire, these boards are linked to regional planning groups with highly variable expertise and influence. Studies and plans prepared by these regional planning agencies will likely have important bearing on wastewater management proposals. The impact of actual wastewater facilities on land use at specific sites, as well as the long-range development impacts of water quality improvement, will be of concern to these planning agencies.

Also on the local level in both states, Conservation Commissions have rather broad legislative authority for the protection and management of a wide range of natural resources. The activities of these Commissions are highly variable from town to town, ranging from rather limited inventories of town-owned lands to comprehensive land use programs such as in communities along the Concord-Sudbury tributary of the Merrimack River in Massachusetts. Though the strength of local Conservation Commissions varies considerably from town to town, their relatively similar purposes and authorities in both states makes them a potentially important link in a comprehensive local contact network in the Merrimack Basin.

In New Hampshire, Village Districts are empowered to construct and maintain waste treatment plants, and to acquire easements or fee ownership of lands necessary to comply with the directives of the Water Supply and Pollution Control Commission.

Local departments and boards of health in both states have authority to extent state regulations relative to water quality standards, and often play a key role in local areas to raise citizen awareness of pollution problems. Again, as with Conservation Commissions, the influence and effectiveness of local boards of health, Village Districts, and other local agencies is highly variable; often depending on the capabilities and interests of local leaders. In one town the Planning Board chairman may be most influential, in another the Town Clerk, another a key Selectman, yet another a member of the Conservation Commission. Only careful "grass roots" contact will reveal the significance of any single organizational entity at the local level.

The record of governmental agencies at all levels is not particularly impressive in the field of water quality management. Most Federal and state agencies with legislative enforcement powers have chosen to focus primarily on study; reflecting a lack of sound information on which to base a firm enforcement program. However, lack of aggressive action is not just a function of a poor informational base. Duplication of study efforts and a lack of interagency coordination is by far the rule rather than the exception. This is clearly a result of the fragmentation of authority among the several levels of government and between operating agencies at the same level. No single agency has the power to actually

construct and operate treatment facilities or to require the formation of regional districts to carry out such activities. Considerable variation in rulings of the courts on these questions has also served to further diffuse the legal responsibilities and prerogatives of state and local government.

The status of governmental institutions relative to water quality management suggests a two-edged dilemma for any agency proposing as comprehensive a program as the Corps' Merrimack Wastewater Management Study. On one hand, the fragmented and diffuse state of governmental authority suggests the need for new Federal leadership. Yet, on the other hand, this situation will greatly complicate efforts to develop the coordination between various governmental institutions necessary to consolidate needed support.

Our recommendation for dealing with governmental institutions during the Preauthorization Study is a rather simple, direct one. As discussed in Part II of this report, we suggest direct contact on an agency-by-agency basis rather than establishment of a representative coordinating committee. This recommendation is based on past experience with "cooperative" committees, which indicates a clear need to deal directly with agency executives who are in a position to make decisive policy decisions. The limited time available for the Preauthorization Study requires that involved interagency negotiations at mid-echelon organizational levels be avoided. To become enmeshed in present controversies between various agencies and levels of state and local government will only mire the open planning process in endless negotiations. The Corps must take a direct, decisive

role on an agency-to-agency basis to establish working relationships with key agencies. The following directory of governmental agencies in the Merrimack region is intended as a basic reference for the initiation of agency contacts. Extension and expansion of this directory should be a major task of the Corps' Open Planning Staff throughout the open planning process.

The following directory contains a listing of key agencies; Appendix A contains a more detailed summary of agency legislative authority; Annex A, not a part of the basic report, contains copies of selected legislation.

2. Federal Agencies.

Because of the Corps of Engineers status as a Federal agency and past experience with interagency relations at the Federal level, this section is limited to a list of suggested agencies with which contact should be made in the course of the Preauthorization Study. This is not to minimize the important position of interagency relations at the Federal level. This section, therefore, should be considerably expanded by Division personnel familiar with such activities in the New England region. In a few cases, supplementary information provided in Appendix A:

DEPARTMENT OF AGRICULTURE

Soil Conservation Service
State Conservationist, Amherst, Massachusetts
State Conservationist, Durham, New Hampshire
Local District Conservationists

Federal Extension Service

State Director, University of New Hampshire, Durham
State Director, University of Massachusetts, Amherst
County Extension Agents in Merrimack Counties

Forest Service

Region 9; Eastern Region, Milwaukee, Wisconsin
thru the Forest Supervisor, White Mountain
National Forest, Laconia, New Hampshire
State and Private Northeastern Area through the Area
Director, Upper Darby, Pennsylvania or New England
River Basin Planning Coordinator

DEPARTMENT OF THE INTERIOR

Fish and Wildlife Service (SEE APPENDIX A-1)
Bureau of Sport Fisheries and Wildlife
Northeastern Regional Director, Boston

Geological Survey

Branch of Atlantic Environmental Geology, Boston
Water Resources Division, JFK Building, Boston

ENVIRONMENTAL PROTECTION AGENCY

(Former Federal Water Quality Administration)

DEPARTMENT OF COMMERCE

3. Regional Agencies *

NEW ENGLAND INTERSTATE WATER POLLUTION COMMISSION (SEE APPENDIX A-3)

Purpose: To preserve and conserve interstate waters by establishing water use classifications and standards of water quality and to coordinate water pollution control activities of the Compact member states relative to Interstate waters.

Activities: Classification of interstate waters. Advises on and promotes water pollution control legislation at the State and Federal level. Advises in and coordinates planning for construction of waste treatment facilities on interstate streams. Sponsors training, research, and conferences on water pollution control.

Legislation: See ANNEX A-3,4

Location:

607 Boylston Street
Boston, Massachusetts 02116

Personnel:

Dr. Nelson Marshall, Chairman
Alfred E. Peloquin, Executive Secretary

NEW ENGLAND RIVER BASINS COMMISSION (SEE APPENDIX A-4)

Purpose: To secure wise use of water and related land resources through coordinated local, State, Federal and private action.

Activities: The Commission has published reports on regional and local priorities for federal and state water resource projects, and has conducted surveys on flood control and flood plain management, power plant siting, and small private dams.

Legislation: see APPENDIX A-4

* Summaries of regional organizations adapted from New England Governors' Conference, published by same, July, 1971

Location:

55 Court Street
Boston, Massachusetts 02108

Personnel:

R. Frank Gregg, Chairman

NEW ENGLAND REGIONAL COMMISSION (SEE APPENDIX A-5)

Purpose: To promote economic development in the New England region.

Activities: Planning and research, funding of regional demonstration projects, and supplementing grant funds from other Federal agencies. The Commission's activities are focused on the areas of commercial and industrial development, human resources, environmental management, and planning and governmental services.

Legislation: Title V, Public Works and Economic Development Act of 1965.

Location:

55 Court Street
Boston, Massachusetts 02108

Personnel:

Chester M. Wiggin, Jr., Federal Co-Chairman
Richard E. Wright, Executive Director

NEW ENGLAND GOVERNORS' CONFERENCE

Purpose and Activities: The New England Governors' Conference is comprised of the six New England Governors, who meet five times each year to consider joint stands on proposed Federal and State legislation; hear progress reports from the various regional agencies; and, issue directives on agency activities. The Executive Director of the Conference works with the regional organizations of New England to implement the Governors' directives.

Location:

Suite 4254, Prudential Center
Boston, Massachusetts 02199

Personnel:

Chapman Stockford, Executive Director

NEW ENGLAND CENTER FOR CONTINUING EDUCATION

Purpose: A cooperative venture of the region's six state universities to bring to bear the resources of higher education on regional problems through programs of continuing education.

Activities: Organizes and conducts conferences, seminars, and workshops; to provide supportive services for educational projects of regional significance; to serve as a conference center for all New England. (While not directly concerned with water quality management, the Center staff has participated in conferences relating to water quality problems.)

Location:

15 Garrison Avenue
University of New Hampshire campus
Durham, New Hampshire 03824

Personnel:

Dr. Harry P. Day, Director

4. State of Massachusetts

The following listing of state and local governmental agencies is limited to those organizations with which initial contact should be established on the basis of their legislative authority. No attempt has been made to list operating divisions or sections of these agencies, or to relate them to an overall organizational chart.

With the establishment of Departmental organization in Massachusetts,

most activities related directly to water quality management have, or will be, assigned to the Executive Office of Environmental Affairs; Dr. Charles H.W. Foster, Secretary.

Key legislators and specific agency personnel are also listed in Section D, Part I, of this report: "Regional Leadership".

EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

Charles H.W. Foster, Secretary

DEPARTMENT OF NATURAL RESOURCES

Leverett Saltonstall Building
100 Cambridge Street
Boston, Massachusetts 02202

Arthur W. Brownell, Commissioner

Division of Water Pollution Control (See Appendix A-6)

Thomas C. McMahon, Director

Legislation: See ANNEX A-5 for a detailed description of enabling legislation for this agency.

Division of Conservation Services (See Appendix A-7)

George S. Sprague, Director

Legislation: See ANNEX A-7

Water Resources Commission (See Appendix A-8)

100 Cambridge Street
Boston, Massachusetts

Legislation: See ANNEX A-8)

Metropolitan District Commission

20 Somerset Street
Boston, Massachusetts

John W. Sears, Commissioner

DEPARTMENT OF PUBLIC HEALTH (SEE APPENDIX A-9)

600 Washington Street
Boston, Massachusetts

Legislation: See ANNEX A-9

City and Town Boards of Health

Legislation: See ANNEX A-10

Regional Health Districts

Legislation: See ANNEX A-10

DEPARTMENT OF PUBLIC SAFETY (SEE APPENDIX A-10)

1010 Commonwealth Avenue
Boston, Massachusetts

Legislation: See ANNEX A-11

DEPARTMENT OF PUBLIC WORKS (SEE APPENDIX A-11)

100 Nashua Street
Boston, Massachusetts

Legislation: See ANNEX A-12

OFFICE OF PROGRAM PLANNING AND COORDINATION

100 Cambridge Street
Boston, Massachusetts

INTERSTATE REGIONAL PLANNING DISTRICTS (SEE APPENDIX A-12)

Legislation: See ANNEX A-13

PLANNING BOARDS (SEE APPENDIX A-13)

Legislation:

- a. Planning Boards: See ANNEX A-14
- b. Zoning: See ANNEX A-15

Metropolitan Area Planning Council

44 School Street, Boston

Northern Middlesex Area Planning Commission

117 Perry Street, Lowell

Montachusett Regional Planning Commission

27 Myrtle Avenue, Fitchburg

Central Merrimack Valley Regional Planning Commission

Central Massachusetts Regional Planning Commission

CONSERVATION COMMISSIONS (See APPENDIX A-14)

Massachusetts Association of Conservation Commissions
84 State Street, Boston

Hazel Bourne, Director

A list of local Conservation Commission Chairmen is included
in Appendix A-14

Legislation: See ANNEX A-16

TRUSTEES OF RESERVATIONS (See Public Organizations)

LOCAL INSTITUTIONS OF HIGHER EDUCATION (SEE APPENDIX B-2)

5. State of New Hampshire

COUNCIL OF RESOURCES AND DEVELOPMENT

State House Annex
Concord, New Hampshire 03301

Mary Louise Hancock, Chairman

This council is made up of the heads of a number of New
Hampshire's state resource agencies, serving a role somewhat

like that of Massachusetts' newly-established Executive Office of Environmental Affairs as a point of contact with a variety of resource-related agencies.

Legislation: See ANNEX A-17

DEPARTMENT OF AGRICULTURE

State House Annex, Room 106
Concord, N.H.

Frank T. Buckley, Commissioner

Legislation: See ANNEX A-18 (Soil Conservation and Domestic Allotment Act)

DEPARTMENT OF RESOURCES AND ECONOMIC DEVELOPMENT

State House Annex
Concord, N.H.

George Gilman, Commissioner

Legislation: See ANNEX A-19

WATER SUPPLY AND POLLUTION CONTROL COMMISSION (SEE APPENDIX A-15)

61 Spring Street
Concord

William A. Healy, Executive Director

Legislation: See ANNEX A-20,21

WATER RESOURCES BOARD (SEE APPENDIX A-16)

State House Annex
Concord

George M. McGee, Sr., Chairman

Legislation: See ANNEX A-22

INDUSTRIAL DEVELOPMENT AUTHORITY (SEE APPENDIX A-17)

Legislation: See ANNEX A-23

DEPARTMENT OF PUBLIC HEALTH (SEE APPENDIX A-18)

Legislation: See ANNEX A-24

DISTRICT DEPARTMENTS OF HEALTH (SEE APPENDIX A-18)

Legislation: See ANNEX A-25

PLANNING BOARDS (SEE APPENDIX A-19)

Legislation:

- a. Planning Boards: See ANNEX A-26
- b. Zoning: See ANNEX A-27

REGIONAL PLANNING COMMISSIONS (SEE APPENDIX A-20)

Legislation: See ANNEX A-28,29,30

CONSERVATION DISTRICTS (SEE APPENDIX A-21)

New Hampshire Association of Conservation Districts
R.F.D. 2, Exeter 03833

Legislation: See ANNEX A-31

CONSERVATION COMMISSIONS (SEE APPENDIX A-22)

Legislation: See ANNEX A-32

VILLIAGE DISTRICTS (SEE APPENDIX A-23)

Legislation: See ANNEX A-33

MERRIMACK RIVER VALLEY FLOOD CONTROL COMPACT (See ANNEX A-34)

D. REGIONAL LEADERSHIP

This section is primarily intended as a directory of citizen organizations, key individual leaders, and news media outlets within and adjacent to the Merrimack Basin. Like the previous section on governmental institutions, this should not be considered a fully comprehensive directory. At best, this is a basic list of organizational and leadership elements in the region for establishing an initial contact network. Direct contact will undoubtedly provide the basis for a considerable revision of this directory, with some listings being omitted and others added.

Likewise, a comprehensive analysis of these leadership components as they will relate to the Merrimack preauthorization study can only be general and tentative at this stage. As outlined in detail in Part II of this report, such analysis will be one of the major outputs of the open planning process itself. The following general critique is provided as background for such analysis.

1. Citizen Organizations.

As indicated in the discussion of the capsule case studies in Section I-B, citizen organizations in the Lowell-Lawrence-Haverhill area of the Merrimack Valley are less developed and active than in other areas of the Basin. As an area linked historically to the Greater Boston area, regional organizations like the Massachusetts Audubon Society may be more representative of citizen interests in this portion of the Basin than

specific local groups.

In the Lowell area, the Lowell Technological Institute is currently conducting studies of the River under a grant from the Environmental Protection Agency. This includes development of methods for monitoring pollution; analysis of the pollution potential of storm water overflow from older towns along the river; and a study of the administrative problems of regional approaches to water resources management.. Under the direction of Dr. Bela Faibus, the project has strong support from Congressman Morse who has long advanced a systems approach to pollution abatement in the region.

Because of the industrial concentration on the lower Merrimack, the Associated Industries of Massachusetts has been active in promoting air and water pollution abatement by Merrimack industries, and is a key channel of communication to the industrial community.

On the Nashua Tributary of the Merrimack, the Nashua River Watershed Association has demonstrated the effectiveness of citizen organizations in mobilizing public opinion in support of long range goals. The Association has acquired considerable professional understanding of the varied aspects of water quality management; including land use policy, flood plain and wetland management, and land development. The Association's role in the initiation of a demonstration study on the Nashua promises to provide a model for the development of similar watershed associations on other Merrimack tributaries.

New Hampshire Directory listings are considerably more extensive than

for the Massachusetts area, reflecting both the importance of citizen participation in this State and the greater relative importance of the Merrimack watershed to the State as a whole. Therefore, many of the organizations listed are regional or statewide federations or associations of numerous local chapters. Examples of such associations include New Hampshire Federation of Women's Clubs, League of Women Voters of New Hampshire, New Hampshire Association of Conservation Commissions, New Hampshire State Grange, etc. Initial contacts with these groups should be made through their association or federation offices. This will permit fewer contacts at the local level; with information being transmitted by the regional group down to the local chapters. In some cases, however, local chapters will become more involved in specific issues than their statewide association. When this happens, additional local contact will be necessary.

Additional information on many of the individual organizations included in the New Hampshire listings may be found in the New Hampshire Conservation Directory (published by SPACE, Box 757, Concord).

The business, professional and civic organizations listed in the Directory are those most likely to have a direct interest in water quality improvement or wastewater management. Working relationships should be developed with those groups which express a strong interest in the project, through continued personal contact and informational mailings.

Chambers of Commerce have varying degrees of influence in the Merrimack River Basin depending on how active they are and if they have full-time executive directors. In New Hampshire, Manchester; Nashua; Con-

cord and Laconia Chambers are very influential; while those in Tilton-Northfield and Franklin are inactive. The influence of local Chambers are usually strongest in the business community. However, in the cities of Nashua and Laconia, they have considerable influence on local government. Because of their influence on the business and political communities, personal contacts should be made early in the contact program.

Junior Chambers of Commerce are not considered of any major importance in soliciting and maintaining public communications. However, they probably should be included on any mailing list that is developed.

Conservation organizations will undoubtedly be the most active and vocal participants in any meeting, forum, etc. held as part of the open planning program. The key representatives of general conservation organizations are listed in Directory A. As indicated by the addresses of these organizations, the Society for the Protection of New Hampshire Forests is located at the center of conservation activity in New Hampshire. This organization has been the conservation leader in New Hampshire since its founding in 1901. Close and continuous working relations should be maintained with this important, highly-competent citizen organization.

Among conservation organizations in New Hampshire, lake and rivershed associations will probably provide the Corps with its most important citizen participation contacts because of the active involvement of these groups in water quality management.

However, all of the conservation organizations listed in Directory A are critical contacts for the Corps. They represent a large segment of the concerned citizens of New Hampshire and good working relationships

with these groups is essential to sustaining the open planning program. If the Corps "turns off" these groups, it will have little chance of maintaining effective citizen participation. Personal contacts should be maintained throughout the planning process, supplemented with newsletter mailings and briefings at their regular meetings.

Sportsman's organizations, although numerous in the study area, are not very active or vocal in conservation efforts. An exception to this is the Pemigewasset Valley Fish and Game Club. This club should be given special attention. Other sportsman groups can be contacted through their association -- The Federated Sportsmen's Clubs of New Hampshire, with indirect contact through newsletter mailings.

The influence and importance of fraternal orders and religious organizations for establishing good public communication and public participation in the area is unknown. Some contact may be worthwhile. They are included in Appendix B mainly for mailing list purposes.

Several listings for the Mystic River Basin are also included in Directory A, even though the Basin lies outside the Merrimack Watershed. Because of the well-developed citizen groups on the Mystic River with a major concern for water quality improvement, it will be important to include them in a local contact network. These organizations will undoubtedly be concerned that the Mystic is not included in the study project. Informing them of the demonstration aspects of the Merrimack study, and its potential importance for the future of pollution abatement in the New England area, will be vital to sustaining their support of the study.

Citizen organizations throughout the Merrimack Basin comprise the foundation of an effective open planning program. As discussed in Part II, these groups are the bases for setting up local Study Groups, Leadership Workshops, and Public Forums. Early and continuous contact to gain the support of these groups for the open planning program, and to keep them fully informed of study progress, is crucial. Special meetings should be held as soon as possible with especially key groups to obtain their help in expanding and refining the list of organizations which should be part of a contact network. This group should include the Massachusetts Audubon Society, The Society for the Protection of New Hampshire Forests, The Nashua River Watershed Association, the Merrimack Valley Watershed Association, and the Mystic River Watershed Association.

DIRECTORY A -- CITIZEN ORGANIZATIONS -- follows the narrative portion of Section D. APPENDIX B provides an extension of organizational listings for New Hampshire.

2. Citizen Leadership.

The Directory of key regional leaders is not intended to be an all-inclusive summary of civic, political, and business leadership in the Merrimack Basin. Because of time limitations, and the obvious complexity of such an effort, this Directory was compiled by consulting several major organizations and knowledgeable individuals in the region. While certain key individuals may be missing, the Directory should provide a fairly representative list of the community leadership in the study area.

In the Lower Merrimack -- citizen leadership relative to the Merrimack Wastewater management study is less readily identifiable than in upstream area, both because of the size and complexity of the region. On the Nashua and Concord tributaries, key leadership is associated with well-developed conservation institutions, such as the Nashua Watershed Association; local conservation commissions; and regional organizations like the Massachusetts Audubon Society. As discussed in the previous section, these organizations offer the best channels of communications to the public and their leadership.

In the lower Merrimack Valley communities, leadership is less directly associated with clearly conservation-oriented organizations. Here, political, governmental, and industrial leadership are likely to be more important initial contacts. Because of rapidly changing perceptions of regional identities and associations, and a critical economic situation, new leadership can be expected to emerge relative to the Merrimack project. For this reason, constant reassessment and revision of leadership

directories will be necessary.

Identification of critical leadership elements in the metropolitan Boston area is especially difficult. State and regional leaders are obviously crucial. However, local community leaders, such as those in the Mystic River watershed, may take an active and critical interest in the Merrimack project. Much will depend on how they perceive the broader demonstration aspects of the project and implications for metropolitan water supply needs.

Where identification of key leadership elements is relatively easy in the less populated and directly affected areas of the upper Merrimack, special care will be required to identify and contact emerging leadership interest throughout the Lower Merrimack and Boston metropolitan areas.

The Nashua Area, like other areas of southern New Hampshire, is experiencing rapid growth in business and industry and, as a result, in population. In addition, considerable population growth can be attributed to the fact that towns in this area are becoming bedroom communities for the business and industrial area of northern Massachusetts.

This rapid growth has resulted in two distinct community structures in most border towns -- the newer, "modern" Massachusetts-oriented community and the "old guard", long-time residents with strong New Hampshire ties. Local government is, for the most part, controlled by the "old guard" community even though they are often outnumbered by the "modern" community. Lack of political organization and community structure in the "modern" community is the main cause for its lack of political power.

The "old guard" community has strong feelings for maintaining the status quo and resents the inevitable changes that new people bring to the area. In the political and governmental arena, Massachusetts is often cited by the "old guard" as an example of what New Hampshire should not become.

While the Manchester-Concord area may seem a logical regional subunit of the Merrimack River Basin, based on wastewater or effluent discharge, it is a completely illogical division considering the social and political attitudes of the people in the cities and towns involved. This area is divided into two distinct sectors -- the Concord area consisting of Concord, Pembroke and Bow; and the Manchester area consisting of Manchester, Hooksett, Goffstown and Bedford.

The towns of Pembroke and Bow are bedroom communities for the Concord business area and the people in these towns have strong social, civic, political and business ties with Concord. A similar situation exists in the towns of Hooksett, Goffstown and Bedford relative to the City of Manchester.

The Concord community is led by the so-called "Concord Gang". This group had its origin in Concord's prestigious law firms, but has now expanded to include the more liberal business and political community. The most visible leadership in Concord comes from the CONCORD DAILY MONITOR in the person of Editor Thomas Gerber. The prevailing attitude of the "Concord Gang" is that "we know what is best". This group is very influential in the Concord area and has definite aspirations for control-

ling the State's political and governmental scene. The Concord area also has a conservative faction led by former Mayor Herbert Quinn, which has become less influential since Mayor Herbert Quinn was impeached in 1967. Overall, the Concord community could be considered as middle of the road to liberal in its attitudes.

The Manchester community, with several exceptions, is at the opposite end of the political spectrum. The conservative faction of the community is led by THE MANCHESTER UNION LEADER and its publisher, William Loeb. Loeb and his political associates are long-time opponents of THE CONCORD DAILY MONITOR and the "Concord Gang". Reconciling these two groups could easily be the major problem in any regional wastewater management effort involving the two cities or their adjoining communities.

Manchester is the largest city in New Hampshire and together with its bedroom communities comprises the population core of the upper Merrimack River Basin. Because of its size and large variety of ethnic, social, religious and political factions, Manchester citizens represent many divergent viewpoints. This diversity makes analysis of the power structure difficult and may cause problems in the promotion of citizen participation from this area.

The Lakes Region, around Lake Winnepesaukee, is the most intensive-use summer recreation area in New Hampshire. In this area the business community maintains control of most of the local power structure. Through control of the area Chambers of Commerce and local governments, the business

community puts strong emphasis on increasing tourism and development ... often at the expense of the environment. The reaction to this group has emerged in the formation of lake and rivershed associations by lakefront property owners and concerned environmentalists. Their goal has been to control development so as to maintain environmental quality in the region.

These two groups are currently at odds over placing additional burdens on already overloaded waste disposal and treatment facilities of Laconia (see Capsule Case Study in Section I-B).

The Lake Winnepesaukee area is unique in the Basin in that it contains a large population of summer residents who are quite vocal on community issues even though they are unable to vote or hold office. Although they are only part-time residents, they are kept informed through subscriptions to local papers, membership in local organizations or lake associations, and by word-of-mouth during weekend visits.

This area is also unique in that several towns have already expressed strong support for regional approaches to problem solving. This is not true of most of New Hampshire. All the communities in the Winnepesaukee area are currently participating in study efforts for wastewater management on a regional basis. Tilton and Northfield have had combined schools, recreation programs, and fire departments for many years. The Town of Belmont has just recently joined the Town of Canterbury in a cooperative school effort.

Despite recent moves toward regionalism, most towns in the Lake Winnepesaukee area have strong conservative factions who resist the trend.

The Town of Belmont has long fought planning, building codes and subdivision regulations; and is still without zoning. The Town of Meredith, adjoining the study area, is experiencing strong efforts to remove the planning board and to eliminate zoning ordinances. The Town of Sanborn-ton is currently being sued by a developer who is trying to eliminate zoning and subdivision regulations.

If a single, summary conclusion can be made about the nature and balance of citizen leadership in the entire Merrimack Basin, it must be that it is highly diverse, complex, and paradoxical. As stressed throughout this report, no listing of individual leaders or summary analysis of community power structures can possibly provide an accurate profile of the social/political patterns of the Merrimack Basin. Heavy reliance must be made upon the intuitive advice of selected local and regional leaders -- some of which are listed in Directory B -- in the context of the open planning program.

3. The News Media

Directory C is an index to newspaper, radio and television stations, and key conservation writers. The importance of the news media to a public participation program is discussed in detail in Part II, Section C-3.

In the lower Merrimack Valley, local daily and Boston newspapers share equally-important roles as information sources, and in the shaping of public opinion. Dailies are located in each of the major towns along the lower Merrimack in Massachusetts, with the LOWELL SUN and LAWRENCE EAGLE-TRIBUNE being the major papers. Dailies in Fitchburg, Haverhill, and Newburyport; and numerous weeklies provide well-developed communications channels to the citizens of this area.

In New Hampshire, local dailies and weekly papers command a much more important role relative to Boston newspapers. Of these, the MANCHESTER UNION LEADER, THE CONCORD DAILY MONITOR, THE NASHUA TELEGRAPH, and the LACONIA EVENING CITIZEN -- the only daily papers in the area -- are the most widely read and influential.

The MANCHESTER UNION LEADER, New Hampshire's only statewide newspaper, is ultra-conservative in its political stance and noted for taking "opposition" positions on many issues. Direct contact with Publisher William Loeb and Chief Editorial Writer James Finneran could provide the key to obtaining the cooperation of this paper in an open communications program. This contact might best be handled initially by top-level Corps' military officers, rather than the civilian planning staff.

THE CONCORD DAILY MONITOR, leader of New Hampshire's liberal press, is often in conflict with the Loeb newspaper. There should be no problem in obtaining news coverage by this paper, although initial contact should stress the need for balanced coverage of the Merrimack study to encourage broad citizen participation from all sectors of the Merrimack community.

In the Nashua area, THE NASHUA TELEGRAPH is the crucial communications media. Initial contact should be made through Editor John Stylianios and Reporter June St. Marie. Since this paper has a policy of concentrating on local news, releases should stress local issues relative to Nashua, Merrimack and Hudson communities.

Editor Al Rock and Reporter Ed Lecius of THE NASHUA BROADCASTER should also be contacted. This conservative weekly, under the same ownership and operation as Radio Station WSMN, usually refuses to print anything that has previously appeared in THE NASHUA TELEGRAPH. News releases sent to both papers should be timed to meet THE BROADCASTER's weekly printing schedule.

In the Lake Winnepesaukee area, THE LACONIA EVENING CITIZEN is the key news media. Its staff is public spirited and more than willing to help in civic and environmental affairs. An influential weekly newspaper in this area is THE MEREDITH NEWS, owned and operated by Mr. & Mrs. Neal Phillip. News releases are readily printed and in-depth articles concerning local issues are often featured.

The only major television station in the New Hampshire Sector of the Merrimack River Basin is WMUR-TV, Channel 9 in Manchester. This station

"beams" its programs down the Merrimack River Valley and thus has most of its influence in the area from Concord south into northern Massachusetts. Station Manager Samuel Phillips should be contacted to obtain the cooperation of this station.

* * * * *

DIRECTORY A -- CITIZEN ORGANIZATIONS

1. Regional Organizations
2. Massachusetts Organizations
 - a. General Massachusetts Area
 - b. Lower Merrimack -- Nashua River Area
 - c. Mystic River Basin
3. New Hampshire Organizations
 - a. General New Hampshire Area
 - b. Merrimack Basin
 - c. Related Organizations (Index to Appendix B)

1. Regional Citizen Organizations

APPALACHIAN MOUNTAIN CLUB
5 Joy Street
Boston, Massachusetts

Fran Belcher
Executive Director
New Hampshire Chapter
Terence Frost

BOSTON ENVIRONMENT, INC.
14 Beacon Street
Boston, Massachusetts

John Putnan
Director

CONSERVATION LAW FOUNDATION, INC.
506 Statler Office Building
Boston, Massachusetts

Morris K. McClintock
Executive Director

CITIZENS FOR PARTICIPATION POLITICS
Environment Committee

Mrs. Catherine Meyer
11 South Street
Boston, Mass.

CONNECTICUT RIVER WATERSHED COUNCIL, INC.
497 Main Street
Greenfield, Massachusetts

Christopher Percy
Executive Director

FUND FOR THE PRESERVATION OF WILDLIFE
AND NATURAL AREAS
Boston Safe Deposit Bank
Boston, Massachusetts

James Moseley
Henry Lyman

LEAGUE OF WOMEN VOTERS
Environment Committee

Mrs. Leon Barron
120 Boylston Street
Boston, Mass.

METROPOLITAN AREA PLANNING COUNCIL
44 School Street
Boston, Massachusetts

Richard M. Doherty
Executive Director

THE NEW ENGLAND COUNCIL
1032 Statler Office Building
Boston, Massachusetts

Irving H. Beck

NEW ENGLAND FORESTRY FOUNDATION
1 Court Street
Boston, Massachusetts

John Hemenway
Secretary-Treasurer

NEW ENGLAND NATURAL RESOURCES CENTER
506 Statler Office Building
Boston, Massachusetts

Perry Hagenstein
Executive Director

NEW ENGLAND COUNCIL OF WATER CENTER
DIRECTORS

Edgar A. Imhoff
Water Resources Center
University of Maine
Bangor, Maine

SIERRA CLUB
P.O. Box 32
W. Somerville, Massachusetts

2. Massachusetts Citizen Organizations

a. General Massachusetts Area

MASSACHUSETTS WILDLIFE FEDERATION

Chester S. Spencer
President
Box 343
Natick, Mass.

MASSACHUSETTS ASSOCIATION OF
CONSERVATION COMMISSIONS
84 State Street
Boston, Massachusetts

Mrs. Earl H. Bourne
President

ASSOCIATED INDUSTRIES OF MASSACHUSETTS
4005 Prudential Center
Boston, Massachusetts

William McCarthy
Associate Council

MASSACHUSETTS AUDUBON SOCIETY
South Great Road
Lincoln, Massachusetts

Allen Morgan

MASSACHUSETTS FOREST AND PARK ASSOC.
1 Court Street
Boston, Massachusetts

Benjamin Nason
Executive Director

MASSACHUSETTS WILDLIFE FEDERATION

Herbert Drury

TRUSTEES OF RESERVATIONS
224 Adams Street
Milton, Massachusetts

Gordon Abbott
Director

. Massachusetts Citizen Organizations (Continued)

b. Lower Merrimack - Nashua River Area

CONSERVATION COUNCIL OF ROUTE 494
Hudson, Massachusetts

Robert Moss

ESSEX COUNTY GREENBELT ASSOCIATION

John Pierce

LOCAL INTERVENTION FOR ENVIRONMENT
Newburyport, Massachusetts

Mrs. Joel Eigerman

GOVERNOR SARGENT'S TASK FORCE ON
THE ENVIRONMENT
State House
Boston, Massachusetts

Phil Lerner
Elaine Stoler

MIDDLESEX CANAL ASSOCIATION

Arthur L. Eno

NASHUA RIVER WATERSHED ASSOCIATION

Mrs. Hugh Stoddard
Groton, Mass.

SUDBURY VALLEY TRUSTEES

CONCORD RIVER WATERSHED ASSOCIATION

Marion Thornton

2. Massachusetts Citizen Organizations (Continued)

c. Mystic River Basin

MYSTIC RIVER WATERSHED ASSOCIATION

Prof. F.W. Kroesser
Moderator
Chemical Engineering Dept.
Tufts University
Medford, Massachusetts

ABERJONA RIVER COMMISSION

Prof. N.B. Hanes
Chairman
Tufts University
Medford, Massachusetts

READING GREENBELT ASSOCIATION

A. Lloyd David
President
70 Howard Street
Reading, Mass.

WINCHESTER ABERJONA STUDY COMMITTEE

George W. Gove
5 Copley Street
Winchester, Mass.

LEXINGTON CITIZENS FOR CONSERVATION

Mrs. John Ross
21 Longfellow Road
Lexington, Mass.

ARLINGTON CONSERVATION ASSOCIATION

John Worden
8 Kensington Road
Arlington, Mass.

SPY POND ACTION ASSOCIATION

John Hill
24 Swan Way
Arlington, Mass.

3. New Hampshire Citizen Organizations

a. General New Hampshire Area

AUDUBON SOCIETY OF NEW HAMPSHIRE
63 North Main Street
Concord, New Hampshire 03301

Tudor Richards
Executive Secretary

CITIZENS FOR A CLEANER ENVIRONMENT
814 Elm Street
Manchester, New Hampshire 03101

Lawrence Kelly
Chairman

ENVIRONMENTAL LAW COUNCIL
5 South State Street
Concord, New Hampshire 03301

Malcolm Taylor
Executive Secretary

LAND USE FOUNDATION OF NEW HAMPSHIRE
Seven South State Street
Concord, New Hampshire 03301

Robert E. Dunning, Jr.
Executive Director

NATURAL PRESERVES FORUM
5 South State Street
Concord, New Hampshire 03301

Leslie Clark
Corresponding Secretary

NATURE CONSERVANCY

Albion Hodgdon
University of N.H.
Durham, N.H.

NEW HAMPSHIRE ASSOCIATION OF
CONSERVATION COMMISSIONS
5 South State Street
Concord, New Hampshire 03301

Malcolm Taylor
Executive Secretary

NEW HAMPSHIRE COMMITTEE FOR BETTER WATER
5 South State Street
Concord, New Hampshire 03301

John Dodge
Coordinator

SIERRA CLUB
Hanover, New Hampshire 03755

Robert Norman
Chairman

SOCIETY FOR THE PROTECTION OF
NEW HAMPSHIRE FORESTS
5 South State Street
Concord, New Hampshire 03301

Paul O. Bofinger
Executive Director

SPACE (STATEWIDE PROGRAM OF ACTION TO
CONSERVE OUR ENVIRONMENT
Box 757
Concord, New Hampshire 03301

Howard Dickinson
Executive Director

STATE PARKS ASSOCIATES
R.F.D. # 2
Concord, New Hampshire 03301

J. Willcox Brown
President

SEACOAST ANTI-POLLUTION LEAGUE
Route 84
Hampton Falls, New Hampshire 03844

Walter Tingle
President
John Parker
Public Information Chairman

NEW HAMPSHIRE LAKES AND STREAMS ASSOC.

Richard Sheaff
5 South State Street
Concord, N.H.

LEAGUE OF WOMEN VOTERS OF NEW HAMPSHIRE

Mrs. David Stark
7 South Street
Concord, N.H.

NEW HAMPSHIRE ASSOCIATION OF COUNTIES
35 Little Avenue
Manchester, New Hampshire

Richard Roulx
Executive Secretary

3. New Hampshire Citizen Organizations (Continued)

b. Merrimack Basin

LAKES REGION CLEAN WATERS ASSOCIATION
c/o Tilton School
Tilton, New Hampshire 03276

Robert Graham
Clerk

LAKE WINNISQUAM ASSOCIATION

Anthony Ascioffa
Lord Hampshire House
Winnisquam, N.H. 03289

NEW HAMPSHIRE LAKES AND STREAMS ASSOC.

Richard D. Sheaff
5 South State Street
Concord, N.H. 03301

SANBORNTON BAY ASSOCIATION

Donald P. Foudriat
President
16 Marlowe Road
Nashua, N.H. 03060

SQUAM LAKES ASSOCIATION

Richard Blair
President
Main Street
Plymouth, N.H. 03264

LAKES REGION ASSOCIATION

Mildred Beach
Executive Secretary
Wolfboro, N.H.

MERRIMACK VALLEY REGION ASSOCIATION

Shila Copland
Executive Secretary
Box 634
Manchester, N.H.

BLACKWATER RIVER WATERSHED ASSOCIATION

Robert Ward
Chairman
Box 113
Andover, N.H. 03216

MERRIMACK RIVER WATERSHED ASSOC., INC.

Paul Hendrick
President
Route 1
Hudson, N.H. 03051

NISSITISSIT RIVER LAND TRUST, INC.

Mrs. Annette Cottrell
President
Box 84
Hollis, N.H. 03049

PISCATAQUAG WATERSHED ASSOC., INC.

Robert B. Todd
President
New Boston, N.H. 03070

SOUHEGAN RIVER LAND TRUST, INC.

William Fergusen, III
President
12 Granite Street
Milford, N.H. 03055

WINNIPESAUKEE RIVER BASIN STUDY
COMMISSION

B. Donald Tabor
Chairman
Laconia City Office
Union Street
Laconia, N.H. 03246

3. New Hampshire Citizen Organizations (Continued)

c. Related Citizen Organizations

ACADEMIC GROUPS/ACADEMIC INSTITUTIONS

See Appendix B-1

BUSINESS, PROFESSIONAL AND CIVIC ORGANIZATIONS

See Appendix B-2

CHAMBERS OF COMMERCE/JUNIOR CHAMBERS OF COMMERCE

See Appendix B-3

SPORTSMEN'S CLUBS

See Appendix B-4

FRATERNAL ORDER AND SERVICE CLUBS

See Appendix B-5

RELIGIOUS ORGANIZATIONS

See Appendix B-6

DIRECTORY B -- CITIZEN LEADERSHIP

1. Massachusetts -- Metropolitan Area/Statewide
2. Massachusetts -- Mystic River Basin
3. Massachusetts -- Lower Merrimack Basin
4. Nashua River Basin
5. Concord-Manchester Region
6. Nashua Region -- New Hampshire
7. Lake Winnepesaukee Region

1. Massachusetts -- Metropolitan Area/Statewide

GOV. FRANCIS W. SARGENT
Dover, Massachusetts

State House, Boston

Long-time environmentalist;
former Commissioner of Natural
Resources, and of Public Works;
central to any Bay State in-
volvement in project.

ROBERT L. YASI
32 Millett Road
Swampscott

State House, Boston

Governor's Chief Secretary
and key follow-through man;
also former Natural Resources
Commissioner.

DR. CHARLES H.W. FOSTER
18 Tremont Street
Boston, Massachusetts

Secretary of the Executive
Office for Environmental Affairs;
former Commissioner of Conser-
vation; Chairman, Board of
Trustees, New England Natural
Resources Center.

PHILIP LERNER

Governor's Task Force on the
Environment

JOHN McGLENNON
1250 Lowell Road
Concord

JFK Building
Government Center, Boston

New young New England Regional
Administrator, Environmental
Protection Agency; convinced
environmentalist; former state
rep; lost to Cong. Drinan

JOSEPH T. BROWN
143 Everett Street
Concord
(369-3783)

Retired director, Middlesex
County Extension Service;
stimulated formation of Merri-
mack Valley Watershed Assoc.
(along with Ralph Goodno of
Essex County Extension Service).

THOMAS WINSHIP
Boston Globe
135 Morrissey Boulevard
Boston

Editor of Boston Globe;
important to understand pro-
gram and in articulating it
for New England; as well as
support in Washington

WILLIAM J. MCCARTHY
Associated Industries of
Massachusetts
4005 Prudential Tower
Boston

Associate counsel, AIM; liaison
between industries and conserva-
tion groups; advocate of
reasonable abatement programs.

2. Massachusetts -- Mystic River Basin

CONSERVATION COMMISSION LEADERS

Richard Kriebel, Belmont
Mrs. Garrett Birkhoff, Cambridge
Philip Thayer, Arlington
Lee Weller, Winchester

Active and interested Conservation Commission members; key leaders in activities on the Mystic River.

MYSTIC RIVER WATERSHED ASSOCIATION

Richard Blue, Belmont
Frank Levine, Medford
James Kurker, Medford
Miss Rhoda Crowell, Somerville
Edmund Duratti, Woburn
Brainard Fowle, Woburn
Peter Braun, Arlington
Environmental Health, Harvard

These individuals, in addition to those listed above, have been most influential in the activities of the Mystic River Watershed Association

PROFESSOR N. BRUCE HANES
Chairman, Aberjona River
Commission

Highly qualified professional, has done considerable research on the Mystic with his graduate students in Sanitary Engineering and Environmental Health.

HERBERT M. MEYER
Retired physicist
Arlington

Most active citizen in area; former Conservation Commissioner; active in Great Meadow Study Committee, Mystic River Assoc., Representative of environmental groups on Gov. Sargent's Transportation Restudy.

SIERRA CLUB LEADERSHIP

Miss Susan Auerbach
Balcolm Peyton
David Wood
David Wallace
Leonard Potter

2. Massachusetts -- Mystic River Basin (Continued)

PROF. F.W. KROESSER Professor of Chemical Engineering Tufts University	Moderator of the Mystic River Watershed Association
A. LLOYD DAVID 70 Howard Street Reading, Mass.	President, Reading Greenbelt Association
GEORGE W. GOVE 5 Copley Street Winchester, Mass.	Winchester Aberjona Study Committee
JOHN J. CONNERS 48 Robin Road Arlington, Mass.	Interlaken Beach Trust
MRS. JOHN ROSS 21 Longfellow Road Lexington, Mass.	Lexington Citizens for Conservation
JOHN WORDEN 8 Kensington Road Arlington, Mass.	Arlington Conservation Association
MRS. JOSEPH SACCO 24 Sheraton Park Arlington, Mass.	Kelwyn Manor Association
MR. JOHN HILL 24 Swan Place Arlington, Mass.	Spv Pond Association

3. Massachusetts -- Lower Merrimack

JOHN BUCKLEY
Mt. Vernon Street
Lawrence

Register of Deeds; former Mayor during progressive redevelopment period; likely next mayor; gets things done.

RICHARD K. DONAHUE
52 Belmont Avenue
Lowell

Pres.; Mass. Bar Association; chairman, Merrimack Valley Health Planning Council; former Kennedy White House aide; powerful and effective behind-scenes operator in many areas; advocate of regionalism

JAMES SULLIVAN
Rindo Park Drive
Lowell

Aggressive City Manager of Lowell; key in recent advances of city; former Cambridge City Manager

City Hall, Lowell

JAMES WALDRON
City Hall
Haverhill

Present strong Mayor of Haverhill; not running again; responsible for city's economic recovery and renewal.

JOHN J. SIROIS
Lawrence Redevelopment Authority
Lawrence

Effective head of city's Redevelopment Authority; formerly, Housing Authority Director; a Republican in Democratic Administration; advocate of Lowell-Lawrence-Haverhill regionalization.

RICHARD BOWEN
Bannister Road
Andover

Former town manager of Andover; now in Office of Program Planning and Coordination, liaison with New England Regional Commission; articulate advocate of regionalism.

OPPC
100 Cambridge Street
Boston, Mass.

3. Massachusetts -- Lower Merrimack (Continued)

WILLIAM G. FLYNN
c/o 177 Richardson Road
Fitchburg

73 Summer Street
Fitchburg

Administrative Assistant to
Cong. Robert Drinan in district;
former Mayor, Fitchburg; effective
key to progress on Nashua
River; advocate of municipal
reform.

DR. BELA FAUBUS
Lowell Technological Institute

Now conducting studies of
Merrimack River for Environmental
Protection Agency

JAMES WILLIAMS
Oakland Road
East Pepperell

Secretary, Merrimack Valley
Watershed Association (other
officers are from New Hampshire)

GEORGE R. WALLACE, JR.
98 Prospect Street
Fitchburg

80-year-old philanthropist;
gave library, planetarium,
civic center to Fitchburg

RALPH CROSSMAN
84 Grove Avenue
Leominster

Mayor of Leominster

JOSEPH D. WARD
29 Allston Place
Fitchburg

State Senator, dominant political
influence in region; chairman,
legislative oversight committee
for Clean Waters Act.

GEORGE F. O'MEARA
521 Rogers Street
Lowell

117 Perry Street
Lowell

Director, Northern Middlesex Area
Planning Commission; active in
regional programs like solid
waste disposal; able Democratic
influence in area; Kennedy worker.

3. Massachusetts -- Lower Merrimack (Continued)

REP. FRANCIS BEVILAQUA
15 Day Street
Haverhill

Former chairman of Committee on Counties, still influential in diverse areas of region.

B. JOSEPH TULLY
12 Mountain View Drive
Dracut

Freshman state Senator, moved swiftly to chairman, Committee on Counties; strong influence in Middlesex County.

HOMER W. BOURGEOIS
700 Andover Street
Lowell

President, UNB; dominant business and banking influence in region.

Union National Bank
Lowell

IRVING E. ROGERS, SR. & JR.
100 Turnpike Street
No. Andover

Father and Son; Pub. and Ed., Lawrence Eagle Tribune; key influences in Lawrence area.

EVERETT OLSON
2 Main Street
North Chelmsford

Vice President, Lowell Tech.; keen on LTI's role in pollution science.

DAVID F. CONNORS
422 Pine Street
Lowell

Executive Ed., Lowell Sun; solicitous for Lowell's growth; civic influence.

4. Nashua River Basin

MARION STODDART (MRS. HUGH F.)
Farmers Row
Groton
448-5851

Driving force behind clean-up of
Nashua River; leads Nashua River
Watershed Association, working
for Greenway along banks; best-
informed citizen in area;
essential to cooperation.

MR. JOSEPH BROYLES
Shirley Street
Groton, Mass. 01450

NRWA Director

DR. DABNEY CALDWELL
Court Street
Groton, Mass. 01450

Hydrological consultant to
NRWA

MR. WINTHROP CARTER
Nashua Corporation
44 Franklin Street
Nashua, N.H. 03060

MR. EMERSON CHANDLER
Department of Natural Resources
100 Cambridge Street
Boston, Massachusetts 02202

Division of Water Resources

DR. ROBERT COLE
Chairman
Nashoba Associated Boards of Health
Central Avenue
Ayer, Mass. 01432

MR. DONALD CROCKER
Weyerhaeuser Co.
545 Westminster Street
Fitchburg, Mass. 01420

MR. RICHARD CRONIN
Chief of Information & Education
Division of Fisheries & Game
Field Headquarters
Westborough, Mass. 01581

4. Nashua River Basin (Continued)

MR. LEE P. FARNSWORTH
Town Official
Harvard Road
Lancaster, Mass. 01523

civic leader in planning and
conservation

MR. GERARD LANDGRAF
Worcester County League of
Sportsmen Clubs
Conservation Commission
50 River Street
Leominster, Mass. 01453

MRS. NORMA SCHOFIELD
Planning Assistant
City Planning Office
92 Main Street
Nashua, N.H. 03060

Resident of Nashua, key con-
servation commission member

MISS EMILY SMITH
266 Merriam Avenue
Leominster, Mass. 01453

League of Women Voters, civic
leader in planning and conser-
vation

MR. JEFFREY P. SMITH
Love Lane
Hollis, N.H. 03049

Town official, civic leader in
planning and conservation

MRS. SELWYN TAYLOR
20 Lock Street
Nashua, N.H. 03060

Chairman, Water Resources
Committee; N.H. League of Women
Voters

MR. W. RICHARD WOODRUFF, CHMN.
Montachusett Regional Planning Agency
27 Myrtle Avenue
Fitchburg, Mass. 01420

5. Concord-Manchester Region (Concord, Pembroke, Bow, Hooksett,
Manchester, Bedford and Goffstown)

BASINOW, LLOYD A.
287 Bridge Street
Manchester, N.H.

Currently running for mayor of
Manchester; leader of the
Tenants and Property Owners
Association; leader of the
"hard core opposition" in
Manchester.

BRESNICK, SARAH (MRS. ABRAHAM)
116 Everett Street
Manchester, N.H.

Prominent community leader

BREW, RICHARD D.
President
Richard D. Brew and Company, Inc.
P.O. Box 512, Airport Road
Concord, N.H. 03301

Concord business community
leader.

BURROUGHS, ROBERT P.
Vice President
Marsh and McLennan, Inc.
1015 Elm Street
Manchester, N.H. 03101

Leader of the New Hampshire
insurance business community;
trustee of Land Use Foundation;
active community leader in town
of Canterbury

RUSSIERE, EMILE R.
1008 Elm Street
Manchester, N.H.

Attorney, former democratic
gubernatorial candidate

CHAPLAIN, SYLVIA (MRS. PHILIP)
7 Mendover Way
Bedford, N.H.

Well known and influential in the
liberal Jewish community; husband
is vice president of Dorson
Fleisher, Inc., a shoe manu-
facturer in Manchester

CROWLEY, ROGER J.
63 Magnolia Road
Manchester, N.H.

Former Commissioner of the State
Department of Resources and
Economic Development; leader of
democratic party; former candi-
date for governor. Important con-
tact.

5. Concord-Manchester Region (Continued)

DUPUIS, DR. SYLVIO
434 Hervey Street
Manchester, N.H.

National officer in the Optometrists professional organization; possible Manchester mayoral candidate.

FRENCH, J. FRED
President
Amoskeag Savings Bank
875 Elm Street
Manchester, N.H.

Conservative democrat; influential in business community; trustee of many organizations.

GALLAGHER, THOMAS T.
Bow Center Road
Bow, N.H. 03301

Partner in Gallagher & Philbrick Artesian Well Drillers, Inc.; active in town affairs -- Water Commissioner, chairman of Zoning Board of Adjustment.

GAULT, REV. ELIUM
Unitarian Universalist Church
669 Union Street
Manchester, N.H.

Religious leader of the Manchester liberal community

GERBER, THOMAS W.
Editor
CONCORD DAILY MONITOR
3 North State Street
Concord, N.H. 03301

Editor and Assistant Publisher of the State's second largest paper; liberal with strong political ties to the Peterson administration; environmental concern. "Concord Gang"

GORDON, GEORGE, E., III
139 Main Street
Suncook, N.H. 03275

Outspoken conservative legislator; pro-development.

GOVE, WILLIAM
321 South Street
Concord, N.H. 03301

Long-time politician -- former mayor, alderman and senator from Concord; presently member of Concord City Council.

5. Concord-Manchester Region (Continued)

HANSON, RICHARD D.
14 Grandview Road
Bow, N.H. 03301

Legislator; town selectman; very vocal and influential in the Concord-Bow area; owns and operates a building construction and residential development business.

HARVEY, LESTER S.
784 Maple Street
Manchester, N.H.

President of Merchants National Bank; retired president of the N.H. Insurance Company; business leader.

HARVEY, MRS. WARREN A.
25 Birch Hill Drive
Hooksett, N.H.

Former president of the N.H. Federation of Women's Clubs.

HILL, ROBERT J.
President
N.H. Savings Bank
27 North State Street
Concord, N.H. 03301

Leader of the banking business community; active in environmental organizations and town government (Canterbury, N.H.); President of Land Use Foundation of N.H. Key contact.

HOLLIS, FRANKLIN
9 Capitol Street
Concord, N.H. 03301

Partner in Sulloway, Hollis, Godfrey and Soden, prominent law firm; prominent family with historical ties with the conservation movement; president of Concord Electric Company; represents New England Telephone and Telegraph, Public Service Company, Boise Cascade and other firms. "Concord Gang".

JOHNSON, POLLY (MRS. HARLAN F.)
35 Mountain Road
Concord, N.H. 03301

President of N.H. Federation of Women's Clubs; past political commentator for local wire service; community leader.

5. Concord-Manchester Region (Continued)

KING, JUDGE JOHN W.
Kennedy Hill Road
Goffstown, N.H. 03045

New Hampshire Supreme Court
Justice; former democratic
governor; very prominent
locally.

LOEB, WILLIAM
MANCHESTER UNION LEADER
35 Amherst Street
Manchester, N.H. 03105

Outspoken publisher of UNION
LEADER; conservative with much
influence throughout N.H.;
strong supporter of conserva-
tive politicians.

MC LANE, MALCOLM
Orr and Reno Attorneys
95 North Main Street
Concord, N.H. 03301

Mayor of Concord; wife, Susan N.
McLane, is a Concord legislator;
supporters of Peterson adminis-
tration; both active in many
civic and environmental organi-
zations; member of Citizens Task
Force; member of City Council.
"Concord Gang".

MC QUAID, B.J.
35 Amherst Street
Manchester, N.H. 03105

Editor-in-Chief of Loeb newspapers;
Editor of N.H. Sunday News; brother,
Elias A. McQuaid, is Director of
the Division of Economic Develop-
ment, DRED; leader of "hard core
opposition".

MARTINEAU, ALBERT R.
219 Notre Dame Avenue
Manchester, N.H. 03102

Democratic legislator; city
alderman, conservative.

MAYNARD, WILLIAM
19 Grandview Road
Bow, N.H. 03301

Lawyer; active in town politics;
wife, Leila Maynard, is Chairman
of the Bow Board of Selectmen.

MONIER, CAPT. ROBERT B.
15 East Union Street
Goffstown, N.H.

Outspoken member of St. Anselm's
College academic community;
legislator.

5. Concord-Manchester Region (Continued)

NARDI, THEODORA (MRS. BERNARD)
776 Chestnut Street
Manchester, N.H.

Prominent community leader;
member of Citizens Task Force.

ORR, DUDLEY W.
Orr and Reno Attorneys
95 North Main Street
Concord, N.H. 03301

Partner in prominent law firm;
former trustee of Dartmouth
College; Director of Controlled
Environment Corporation, an
environmentally concerned de-
velopment corporation; involved
in many environmental organi-
zations. Important Contact.
"Concord Gang".

PALAZZI, JOHN
Palazzi Construction Corp.
Hooksett, N.H.

Head of one of N.H.'s largest
construction companies; powerful
in business community; chairman
of N.H. Water Supply and Pollu-
tion Control Commission; has
been mentioned as a possible
gubernatorial candidate; member
of both the Governor's Environ-
mental council and the Citizens
Task Force.

PEASLEE, ROY W.
Bow, N.H. 03301

School Board Chairman; member
of town Conservation Commission;
respected "Town Father".

POEHLMAN, BARBARA (MRS. RICHARD E.)
Shirley Park
Goffstown, N.H. 03045

Town selectman; very active in
community affairs

QUINN, J. HERBERT
Concord, N.H. 03301

Former mayor of Concord; leader
of "hard core opposition".

STRAW, EZEKIEL A.
President
The Manchester Bank
1100 Elm Street
Manchester, NH

Business leader; member of Citizens
Task Force; one of the older and
most influential families in town;
strong environmental concern.

5. Concord-Manchester Region (Continued)

STRUCKOFF, EUGENE C.
Orr and Reno Attorneys
95 North Main Street
Concord, N.H. 03301

Prominent lawyer, director of Spaulding-Potter Charitable Trusts; active in civic and environmental organizations. "Concord Gang".

TALLMAN, WILLIAM
President
Public Service Co. of N.H.
1087 Elm Street
Manchester, N.H.

Leading spokesman of the public utilities in New Hampshire

VACHON, MARCEL A.
132 Bellevue Street
Manchester, N.H. 03103

Democratic legislator; leader of the Manchester legislative delegation.

VALLEE, ROLAND S.
94 Bellevue Road
Manchester, N.H.

Former Mayor and important local leader.

WADLEIGH, WINTHROP
Attorney
95 Market Street
Manchester, N.H.

The most prominent citizen in Manchester; lawyer, civil rights leader, national treasurer of Civil Liberties Union; nationally known investor and foundation director; Phi Beta Kappa; active in Kiwanis International, etc.; Important contact.

WHITTEMORE, CHARLES F.
279 Pembroke Street
Pembroke, N.H.

Liberal democrat; 1970 gubernatorial candidate; presently considered a candidate for Congress; former head of N.H. Department of Health & Welfare.

5. Concord-Manchester Region (Continued)

ZACHOS, KIMEN S.
2093 Elm Street
Manchester, N.H. 03104

Lawyer, state legislator; close ties with Governor Peterson.

UPTON, RICHARD F.
Upton Sanders & Upton
10 Centre Street
Concord, N.H. 03301

Supporter of Gov. Peterson; head of the Governor's Environmental Council; partner in prestigious law firm.

6. Nashua Region (Nashua, Merrimack and Hudson)

ALUKONIS, STANLEY
123 Central Street
Hudson, N.H. 03051

Democrat legislator; former town selectman.

BEDNAR, JOHN M.
153 Ferry Street
Hudson, N.H. 03051

Conservative democrat legislator; vocal fiscal conservative; a man of strict principle; town selectman; owns a local accounting firm.

CARTER, JOHN
Carter and Woodruff
Architects
111 Concord Street
Nashua, N.H. 03060

Past president of the N.H. Chapter of the American Institute of Architects; editor of GRANITE STATE ARCHITECT magazine; member of Citizens Task Force; strong environmental concern; leader of the Nashua intellectual community. Important contact.

FOUDRIAT, DONALD P.
Sanders Associates
Danforth Road
Nashua, N.H. 03060

Employee of Sanders Associates in Nashua, but more active in local affairs in the Lake Winnepesaukee area where he has a summer home; active and out-spoken in the conservation movement, especially on the issue of water pollution; active in leadership of the Lakes Region Clean Waters Assoc., the Sanbornton Bay Assoc. and the Winnepesaukee River Basin Study Commission.

HASELTINE, EDWARD J.
Main Street
Reeds Ferry, N.H. 03078

Chairman of Board of Selectmen and Town Moderator in Merrimack; member of the "Old Community" in one of the fastest growing and most rapidly changing towns in New Hampshire.

6. Nashua Region (Continued)

KENNETT, ROSEMARY
453 Main Street
Nashua, N.H. 03060

Political activist, republican;
very active in community affairs;
planning board member.

McKAY, RALPH C.
Barrett Hill Road
Hudson, N.H. 03051

Vocal representative of liberal,
environmentally concerned.

McLAUGHLIN, JUDGE KENNETH
27 Elm Street
Nashua, N.H. 03060

Municipal court judge; founder
and President of Nathaniel
Hawthorne College.

MORISON, JOHN H.
President
Hitchiner Manufacturing
Company, Inc.
Route 101 West
Milford, N.H. 03055

One of the State's most prominent
and influential businessmen;
strong environmental concern;
member of Governor's Environ-
mental Council; trustee of Land
Use Foundation; key liberal on
N.H. scene; strong social in-
fluence in the Nashua area.

PARKER, GERRY F.
5 Merrimack Street
Nashua, N.H. 03060

Young (23 yrs.) democrat legis-
lator; very outspoken on matters
concerning the environment and
civil rights.

SANDERS, ROYDEN
President
Sanders Associates
Danforth Road
Nashua, N.H. 03060

Chairman of N.H. Citizens Task
Force; president of one of N.H.'s
largest businesses; influential
in the business community; his
company is a corporate member
of Land Use Foundation.

SIAS, JOHN
Searles Road
Nashua, N.H. 03060

Formerly chairman of Nashua-
Hudson Chamber of Commerce;
currently retained by Anheuser-
Busch, Inc. in community re-
lations field.

6. Nashua Region (Continued)

TAYLOR, LOIS (Mrs. SELWYN)
20 Lock Street
Nashua, N.H. 03060

Former president of Nashua League of Women Voters; current Vice President of State League of Women Voters; active in many environmental organizations; member of Governor's Environmental Council; active and influential in local community.

THURBER, DAVIS P.
President
Bank of N.H., N.A.
Nashua, N.H. 03060

Trustee of Land Use Foundation, Director of Squam Lakes Association; influential in N.H. banking community.

7. Lake Winnepesaukee Region (Tilton, Northfield, Franklin,
Sanbornton, Belmont and Laconia)

ARCHIBALD, JOHN W.

President
Laconia Savings Bank
513 Main Street
Laconia, N.H. 03246

Leader of the banking business
community in the Lakes Region.

ATWOOD, MARION (MRS. ALBERT G.)

Sanbornton Square
Sanbornton, N.H. 03269

Belknap County Commissioner;
Chairman of Sanbornton Planning
Board

CHERTOK, EDWARD

77 Court Street
Laconia, N.H. 03246

Laconia merchant; leader of
business community; member of
newly formed city council.

GRAHM, ROBERT

Tilton School
Tilton, N.H. 03276

Active in environmental program
at Tilton School; clerk for
Lakes Region Clean Water Assoc.

IRWIN, JACK

Irwin Marine
Union Avenue
Lakeport, N.H. 03246

Leader of business community;
officer in N.H. Marine Dealers
Assoc.; especially concerned
about water quality as it
affects the boating and rec-
reation industry.

KARAGIANIS, PETER S.

73 Gilford Avenue
Laconia, N.H. 03246

Leader of the fight to clean up
lakes Winnisquam and Winnipe-
saukee; leadership in Lakes
Region Clean Waters Association.

LAMPREY, STEWART

Lamprey and Lamprey
Real Estate
Winnepesaukee, N.H. 03288

Former state senate president;
former head of N.E. Regional
Commission; currently executive
officer for Gov. Peterson. one
of state's leading real estate
brokers; strong conservationist.

7. Lake Winnepesaukee Region (Continued)

LORD, WILLIAM S.

Attorney
Nighswander Lord Martin and
Killkelly
507 Main Street
Laconia, N.H. 03246

Prominent lawyer with strong environmental concern; former chairman of the Gilford Conservation Commission; legal representative for Lakes Region Clean Waters Association.

NIGHSWANDER, ARTHUR

Attorney
Nighswander Lord Martin and
Killkelly
507 Main Street
Laconia, N.H. 03246

Community leader in Laconia; wife, Ester Nighswander, is member of legislature.

O'SHEA, JOHN

Pine Brook Lane
Laconia, N.H. 03246

Leader of business community; background support for conservation.

POWELL, MARJORIE

147 Pleasant Street
Laconia, N.H. 03246

Active community leader; prominent conservationist; secretary of Belknap Committee on Beautification.

SNIERSON, JUDGE BERNARD

Snierson Chandler and
Copithorne Attorneys
51 Church Street
Laconia, N.H. 03246

Legal counsel for the "Bad Guys" in the Winnepesaukee pollution controversy.

TABOR, B. DONALD

186 Union Avenue
Laconia, N.H. 03246

Former mayor of Laconia; leader of the "development at any cost" interests; chairman of Winnepesaukee River Basin Study Commission.

URIE, THOMAS H.

New Hampton, N.H. 03256

Legislator; leader of the anti-pollution battle in the legislature and in the courts for many years.

7. Lake Winnepesaukee Region (Continued)

WEEKS, JOHN F.
Weeks All-Star Dairy, Inc.
25 Pine Street
Laconia, N.H. 03246

Leader of agricultural community
in and around Laconia; also a
strong member of business community.

WILKINSON, NANA M.
R.F.D. # 1
Calef Hill Road
Tilton, N.H. 03276

Legislator; community leader;
environmentally concerned.

WOOD, RAWSON
Arwood Corporation
Granite Street
Tilton, N.H. 03276

Prominent industrialist; on
Board of Directors of National
Audubon Society.

ZECKHAUSEN, BARBARA (MRS. WILLIAM)
34 Winnicoash Street
Laconia, N.H. 03246

President of Laconia League of
Women Voters; successfully led
campaign for banning phosphorous
detergents in many Lakes Region
towns.

DIRECTORY C -- NEWS MEDIA

1. Newspapers

- a. News Services and Correspondents
- b. Daily Newspapers - Massachusetts
- c. Weekly Newspapers - Massachusetts
- d. Daily Newspapers - New Hampshire
- e. Weekly Newspapers - New Hampshire

2. Conservation and Outdoor Writers - New Hampshire

3. Television Stations

4. Radio Stations

- a. New Hampshire
- b. Massachusetts

1. Newspapers

a. News Services and Correspondents

MIDDLESEX COUNTY NEWS SERVICE
East Cambridge Court House
Cambridge, Massachusetts

Shelly Cohen
Editor

UNITED PRESS INTERNATIONAL
3 North State Street
Concord, New Hampshire

Robert Lambert
Bureau Manager

ASSOCIATED PRESS
3 North State Street
Concord, New Hampshire

Joseph N. Zellinger
Correspondent

b. Daily Newspapers -- Massachusetts

FITCHBURG SENTINEL (20,450)
808 Main Street
Fitchburg, Massachusetts

Robert Pelletier
Managing Editor

LOWELL SUN (51,125)
15 Kearney Square
Lowell, Massachusetts

Clement C. Costello
Editor
David F. Connors
Managing Editor

LOWELL SUNDAY SUN (42,246)
15 Kearney Square
Lowell, Massachusetts

Charles Harrington
Editor

LAWRENCE EAGLE-TRIBUNE (47,000)
100 Turnpike Street
North Andover, Massachusetts

Irving E. Rogers, Sr.
Publisher
Irving E. Rogers, Jr.
Editor

1. Newspapers (Continued)

b. Daily Newspapers -- Massachusetts (Continued)

HAVERHILL GAZETTE (24,000)
179 Merrimack Street
Haverhill, Massachusetts

Kimball Davis
Publisher
Joseph Moran
Managing Editor

NEWBURYPORT NEWS (7,600)
23 Liberty Street
Newburyport, Massachusetts

William L. Plante, Jr.
Editor

BOSTON GLOBE (456,000 M&E)
135 Morrissey Boulevard
Boston, Massachusetts

James Ayers
Environment Editor
Victor McElheny
Science Editor

BOSTON HERALD-TRAVELER (260,000)
300 Harrison Avenue
Boston, Massachusetts

BOSTON RECORD-AMERICAN (410,000)
5 Winthrop Square
Boston, Massachusetts

c. Weekly Newspapers -- Massachusetts

AYER PUBLIC SPIRIT (5,000)
1 Pearl Street
Ayer, Massachusetts

John F. McMasters
Publisher
Charles DeSmet
Editor

AYER NASHOBA FREE PRESS (900)
Prospect Hill Road
Harvard

Earle W. Tuttle
Publisher

1. Newspapers (Continued)

c. Weekly Newspapers -- Massachusetts (Continued)

AMESBURY NEWS (2,000)

William S. Wasserman, Jr.
Publisher
Harry Vanderweide
Editor

ANDOVER TOWNSMAN (3,400)
Lawrence E-T

Robert E. Finneran

CHELMSFORD NEWSWEEKLY (6,600)
260 Billerica Road
Chelmsford, Massachusetts

Edward G. Kransneck
Publisher

GROTON LANDMARK

MERRIMACK VALLEY ADVERTISER
792 Main Street
Tewksbury, Massachusetts

LITTLETON INDEPENDENT (1000)

Earle W. Tuttle

MONTACHUSETTS REVIEW
Academy Road
Fitchburg, Massachusetts

PEPPERELL FREE PRESS
Main Street East
Pepperell, Massachusetts

LUNENBERG VILLAGER (950)

Frank J. Hartnett,
Publisher

MAYNARD WEEKLY BULLETIN

MAYNARD ENTERPRISE (3600)

Robert Pryor,
Publisher

1. Newspapers (Continued)

c. Weekly Newspapers -- Massachusetts (Continued)

WESTFORD EAGLE
5 York Avenue
Nabnasset

MIDDLESEX COUNTY NEWS SERVICE
East Cambridge Court House

Shelly Cohen
Editor

d. Daily Newspapers -- New Hampshire

THE MANCHESTER UNION LEADER
35 Amherst Street
Manchester, N.H. 03105

James R. Buckman

CONCORD DAILY MONITOR
3 North State Street
Concord, N.H. 03301

Robert Norling

NASHUA TELEGRAPH
60 Main Street
Nashua, N.H. 03246

John Stylianios

LACONIA EVENING CITIZEN
18 Beacon Street
Laconia, N.H. 03246

Lawrence J. Smith

e. Weekly Newspapers -- New Hampshire

THE BROADCASTER
West Hollis Street
Nashua, N.H. 03060

Barry Palmer

1. Newspapers (Continued)

e. Weekly Newspapers -- New Hampshire (Continued)

CONCORD SHOPPERS NEWS
4 North State Street
Concord, N.H. 03301

DERRY NEWS
6 Birch Street
Derry, N.H. 03038

Conrad Quimby

FRANKLIN JOURNAL-TRANSCRIPT
405 Central Street
Franklin, N.H. 03235

Richard Lewis

GOFFSTOWN NEWS
8 Main Street
Goffstown, N.H. 03045

Thomas Walsh

GRANITE STATE VACATIONER
42 Bedford Avenue
Laconia, N.H. 03246

HUDSON NEWS
38 Library Street
Hudson, N.H. 03051

Gordon King

THE MANCHESTER AMERICAN
87 Middle Street
Manchester, N.H. 03101

Jay Smith
Editor

MEREDITH NEWS
5 Water Street, Box 729
Meredith, N.H. 03253

Neal W. Phillips

MERRIMACK VILLAGE CRIER
Box 233
Merrimack, N.H. 03054

Al Engelhardt

MILFORD CABINET
School Street
Milford, N.H. 03055

William B. Rotch

1. Newspapers (Continued)

e. Weekly Newspapers -- New Hampshire (Continued)

NASHUA TELEGRAPH
60 Main Street
Nashua, N.H. 03060

John Stylianos

NEW HAMPSHIRE SUNDAY NEWS
35 Amherst Street
Manchester, N.H. 03105

B.J. McQuaid

PLYMOUTH RECORD
Main Street
Plymouth, N.H. 03264

Robert Wherland

SALEM OBSERVER
92 Main Street
Salem, N.H. 03079

Phillis McPhee

WHITE MOUNTAIN & WINNIPESAUKEE TIMES
O'Shea Industrial Park
Laconia, N.H. 03246

2. Conservation and Outdoor Writers

FRED E. BEANE
Agricultural Editor
MANCHESTER UNION LEADER
35 Amherst Street
Manchester, N.H. 03105

JOHN V. BRENNAN
Writer
N.H. Economic Development Commission
26 Shaker Road
East Concord, N.H. 03301

RICHARD BUCK
TROUT UNLIMITED
Old Dublin Road
Hancock, N.H. 03449

PAUL DOHERTY
THE NORTHWOODSMAN
Gorham Hill
Gorham, N.H. 03581

JEAN M. LAVALLEE
N.H. OUTDOORSMAN
Box 367
Seabrook, N.H. 03874

ERNIE LIND
N.H. SUNDAY NEWS
35 Amherst Street
Manchester, N.H. 03105

OWEN O'NEILL
Zero Fir Street
Hudson, N.H. 03051

FRANK PARKER
OUTDOORS COLUMN, MANCHESTER UNION LEADER
35 Amherst Street
Manchester, N.H. 03105
(also 267 Coolidge Avenue, Manchester, N.H.)

2. Conservation and Outdoor Writers (Continued)

ESTER PETERS

Conservation Commentator
WLNH
Parade Road
Laconia, N.H. 03246

BRYANT "RED" CHAPLIN

Managing Editor
CAMPFIRE CHATTER
27 Leland Road
Westford, Massachusetts 01886

JAMES W. REARDON

Outdoor Writer, DERRY NEWS
15 Everett Street
Derry, N.H. 03038

LINNEA STAPLES

Conservation Reporter
MANCHESTER UNION LEADER
35 Amherst Street
Manchester, N.H. 03105

H.G. TAPLEY

Associate Editor
FIELD AND STREAM
Route 1, Box 81
Alton, N.H. 03809

MALCOLM TAYLOR

Commentary on Conservation
PLYMOUTH RECORD
Main Street
Plymouth, N.H. 03264

LEE WULFF

Old Homestead Highway
Keene, N.H. 03431

Editor

NEW HAMPSHIRE NATURAL RESOURCES MAGAZINE
Information and Education Division
N.H. Fish and Game Department
34 Bridge Street
Concord, N.H. 03301

3. Television Stations

MTV, N.H. Network
Keith Nighbert
Box Z
Durham, N.H. 03824

Northeast Cablevision Corp.
Lou Dumont, Manager
Amherst Road
Merrimack, N.H. 03054

WMTW-TV
Mt. Washington
News Director
Poland Springs, Maine 04274

WMUR-TV
Channel 9
Richard Eaton
1819 Elm Street
Manchester, N.H. 03105

4. Radio Stations

a. New Hampshire

WEMJ
Ben Walters, News Director
581 Main Street
Laconia, N.H. 03246

WFEA
John Stevens, News Director
Box 149
Manchester, N.H. 03105

WFTN
W. Pierce Burgess, News Director
44 Franklin Street
Franklin, N.H. 03235

WGIR
Don Tibbetts, News Director
Stark Lane, Box 487
Manchester, N.H. 03105

WKXL
Norm Hobbs, News Director
37 Redington Road, Box 875
Concord, N.H. 03301

WKBR
Pete Morrison, News Director
155 Front Street
Manchester, N.H. 03102

WLNH
John Fleming, News Director
Parade Road
Laconia, N.H. 03246

WMTW
Arthur Owens, News Director
Mt. Washington
Poland Springs, Maine 04274

4. Radio Stations (Continued)

a. New Hampshire (Continued)

WNHS
Don Tibbetts, News Director
Stark Lane, Box 487
Manchester, N.H. 02105

WOTW
Larry Boyle, News Director
Lund Road, Box 448
Nashua, N.H. 03060

WSMN
Ed Lecius, News Director
502 West Hollis Street
Box 1590
Nashua, N.H. 03060

b. Massachusetts

WEIM
Stuart Flanders, Manager
762 Water Street
Fitchburg, Mass.

WFLG
George Chetfield
170 Prichard Street
Fitchburg, Mass.

WFMP (FM)
170 Prichard Street
Fitchburg, Mass.

WLMS
James A. Fitzgerald, VP and General Manager
19 Water Street
Leominster, Mass.

4. Radio Stations (Continued)

b. Massachusetts (Continued)

WHAV
Edward Cetlin
30 How Street
Haverhill, Mass.

WHAV (FM)
30 How Street
Haverhill, Mass.

WCCM & FM
Curt Gowdy, President
Curt Gowdy Broadcasting Co.
32 Lawrence Street
Lawrence, Mass.

WLLH
Arnold Lerner, President & General Manager
46 Amesbury Street
Lawrence, Mass.
4 Broadway Street
Lowell, Mass.

WSSH (FM)
46 Amesbury Street
Lawrence, Mass.
4 Broadway Street
Lowell, Mass.

WCAP
Israel Cohen
243 Central Street
Lowell, Mass.

WNBP
Theodore Feinstein
54 Pleasant Street
Newburyport, Mass.

WAAB
James Bocock
34 Mechanic Street
Worcester, Mass.

4. Radio Stations (Continued)

b. Massachusetts (Continued)

WORC
Steven French
8 Portland Street
Worcester, Massachusetts

WTAG
Herbert Krueger, General Manager
Worcester Telegram-Gazette

5. Public Opinion Sampling

(included as possible consultant for conducting local opinion surveys. This organization conducts polls for Boston Globe)

JOHN BECKER
Becker Research Corporation
120 Boylston Street
Boston, Massachusetts

-122-

-123-

PART II

FRAMEWORK FOR OPEN PLANNING

II - FRAMEWORK FOR OPEN PLANNING

"Public Participation is a continuous, two-way communication process which involves: (a) promoting full public understanding of the processes and mechanisms through which water resources problems and needs are investigated and solved by the Corps; (b) keeping the public fully informed about the status and progress of studies and the implications of plan formulation and evaluation activities (essentially "Public Information"); and, (c) actively soliciting from all concerned citizens their opinions and perceptions of objectives and needs, and their preferences regarding resource use and alternative development or management strategies, and any other information and assistance relevant to plan formulation and evaluation."

Corps Circular No. 1165-2-100
28 May 1971, paragraph 4

The open planning framework presented in this report for the pre-authorization phase of the Merrimack Wastewater Management Study has been designed so as to be consistent with the Corps' definition of "public participation" quoted above. But it also goes beyond this concept of public participation in several significant ways -- ways crucial to the implementation of an "open" public participation program.

First, it offers no preconceived definition of "public". It recognizes that various publics exist in any given locale at any point in time, and that these publics express themselves through a variety of of formal and informal organizations depending on the issue in question.

A key aspect of an open planning program is to discover and adapt to these ever-dynamic public constituencies throughout the planning process.

Secondly, the program recommended goes beyond the functions outlined in the above definition: (a) "promoting ... understanding", (b) "public information", and (c) "soliciting ... information". An important additional function is to involve the public directly in the planning process; in the decision-making process. This, more than any other aspect of the proposal described below, distinguishes "open planning" from other conceptions of "public participation". It is more than a "two-way communication process"; it is a joint planning process.

The role of the public in the planning process is threefold. Early in the open planning process, the public should have a voice in shaping the overall objectives of the feasibility study. While study objectives are broadly determined by the established policy constraints within which the Corps legally functions, the public, through the citizen Review Panel recommended in this report, will have a direct role in shaping those objectives in light of local community goals.

Likewise, the open planning process itself should be shaped by direct public participation in the early planning and organizational phases of the open planning program. Here again, the Review Panel is given a direct role in the design and implementation of the open planning program. Although this report recommends specific activities and processes for the operation of the open planning program, such recommendations should always be considered tentative; subject to review and revision by the

Review Panel in consultation with Corps planners.

Finally, the primary role of public participation in the planning process is that of review and evaluation of Corps recommendations to insure that alternative proposals reflect the social goals and values of the region; thus meeting the test of social/political feasibility. It is not our expectation that the Review Panel, or citizen participants in other phases of the public participation program, will articulate explicit community values in a way that will enable Corps planners to evaluate alternative plans in a "cost/benefit" formula. Rather, the public is provided an opportunity to directly review and judge final alternatives in a way that will implicitly reflect these values. In sum, the way in which the public is integrated into the planning process rests on the belief that a well-informed public is capable of making critical judgments -- judgments that cannot be reduced to explicit value coordinates in some planning formula.

Perhaps these additional dimensions to a definition of "public participation" are inferred in the above-quoted "official" definition. If so, this discussion is redundant and academic. We think not. Few governmental organizations have demonstrated a willingness to commit themselves to this degree of openness, and for apparently good reasons. The Corps, especially, has faced considerable hostile reaction to its public works programs in recent years -- reaction not likely to encourage front-line planners to be more open. The tendency, in the face of such reaction, is all too often that of seeking more formal and mechanical modes of assessing public values and opinions in the hope of discovering a

"rational" way to obviate conflict.

Our recommendations require, as suggested in the expanded definition, a response to public demands the opposite of that which experience might suggest. The public is not categorized, as in traditional public relations programs, as "good guys" and "bad guys"; and the public is incorporated into the decision process, rather than merely "communicated" with.

Another aspect of the proposed open planning program should be recognized at the onset. The proposal is not based on in-depth research in the usual sense, though we have referred to several Corps studies and previous "experiments" in planning. The reason for this lack of a traditional research foundation is partially due to the extremely short time allowed for this study, but not primarily. Rather, we have taken a basically intuitive approach, depending on our staff experience and the advice of consultants who are primarily activists rather than researchers, because of the belief that we are dealing with a subject beyond the "range" of current social science research.

Public administration and public opinion research simply have not dealt directly with questions of citizen participation to the depth necessary for the kind of comprehensive and fast-moving program that must be launched and completed by the Corps in the next 10-12 months. This is not to suggest that existing research is useless; it is simply too tentative and fragmented. Rather than attempting an elaborate literature review as background for the study we choose instead to invest our time in designing a proposal based on the best advice of persons who have experience

in both the active administration of public planning and social science research, and who know the Merrimack as a unique and real "place".

Where possible, we have suggested how the program can be evaluated so as to produce useful information for subsequent studies of open planning. Also, recognizing that the process must seek solutions and decisions, as well as constitute an experiment, we have recommended ways to adapt phases of the process to meet the required deadline for completing the preauthorization study. It is this latter necessity that most distinguishes this proposal from a usual research effort. After insuring the full integrity of our commitment to "openness", meeting the deadline for the preauthorization study report is the next priority. Where time made it unrealistic to include research activities, such as opinion sampling and pre/post interviewing of participants, these have not been recommended. As discussed in the last section -- "Program Evaluation" -- studies could be designed to monitor the program throughout the study period. It is not the purpose of this report to design or implement such research.

(A) ASSUMPTIONS AND ISSUES -- A REVIEW

Basic Assumptions. As discussed in the Introduction to this study report, the proposed open planning process rests on the assumptions that the Corps is committed to open planning as a planning imperative, and that the agency is prepared to back up that commitment with the necessary staff and budget support. Section C below -- "Organizing for Open Planning" -- sets forth staffing details essential for program implementation, from which budget estimates can be developed. We believe these are minimum recommendations; major changes in the Corps staff component will necessitate complete restructuring of the public participation program.

Public Issues. As discussed in Part I, Section B, several of the key public issues in the region are broad policy questions arising from social and political factors beyond the immediate study area: economic stability; project funding; allocation of benefits; and some technological questions. While an open planning process can be designed to address these questions, clear policy guidelines will be necessary from the federal government within which local decisions can be made.

Of more immediate import for the shape of an open planning "organization" are the public issues of local autonomy versus regionalism; land use policy, which has direct implications for questions of local autonomy; technical considerations, which affect land use and thus local autonomy; and the obvious need to meet emerging citizen groups on their own terms, as illustrated in several of the capsule case studies. These issues are, therefore, directly reflected in the organizational patterns of the pro-

posed open planning process; recognizing that these immediate issues must be openly addressed to build a public communications program with regional legitimacy.

The broad framework for open planning proposed herein is, therefore, organized on the bases of geographic interests rather than topical components; citizen organization rather than governmental organization; and at the professional level on the basis of technical questions, rather than bureaucratic jurisdictions. The attempt has been to shape process to meet recognized issues whenever possible, maintaining the flexibility to reshape the process as issues develop during the planning process.

Section B -- "Management of Change" -- outlines the sequential structure of the process, while Section C -- "Organizing Open Planning" -- is a detailed description of organizational components and their activities. A final section recommends procedures for evaluation of the program.

(B) MANAGEMENT OF CHANGE

To provide a sequential structure for the open planning organization and activities described in subsequent sections, we have adapted the sequence proposed by Bishop in Public Participation In Water Resources Planning (U.S. Army Corps Institute for Water Resources Report 70-7, December, 1970). Study of Bishop's basic report will provide a thorough review of the model from which this sequential structure has been derived, and additional background explanation of the various phases into which the sequence of activities has been divided:

1. Assessing the need for change.
2. Establishing a change relationship.
3. Working toward change.
4. Stabilization of change.
5. Achieving a terminal relationship.

The flow diagram on the back cover foldout depicts the planning activities in each of the above phases. (This diagram should be opened to view while reading remaining sections.) The use of this single-dimension diagram should not suggest that the actual planning process will, or should, progress in an orderly sequence through each phase. However, as Bishop points out, "unless certain levels of communication and agreement are achieved in each phase before moving well into the next, irresolvable conflicts could arise and break down the process." (Bishop, p.25).

It should be noted that the use of the word "change" in the titles of

planning phases is not intended to infer the management or manipulation of change in public attitudes. Rather, each phase is designed to adapt the planning process to facilitate and respond to the public's role in determining such change in each sequential phase.

The flow diagram follows four major categories of planning participants through the sequential planning phases: The Corps staff and Review Panel; governmental agencies; the media; and the public. Each of these categories are discussed individually in Section C.

1. Assessing the Need For Change.

This phase of planning has essentially been completed with completion of the feasibility study in September, 1971. Community awareness of the pollution problem in the Merrimack River and recognition of the need for study and action is well established. The feasibility study and assessment of impacts relative to alternative strategies for wastewater management by Corps planners and consultants conducted during 1971 should serve to satisfy the change objective of this phase: agreement between planners and the community upon the existence of a problem which demands a study of feasible solutions.

To some extent, because of the depth of the feasibility study, the planning process has already been extended into subsequent planning phases. This makes careful and thorough consolidation of planned activities in the next phase imperative to avoid potential conflicts.

As indicated in the flow diagram, this phase should include initial identification of public and media groups, and contact with concerned

local and state governmental agencies. Governmental contact has been partially accomplished by Corps planners, both on an individual basis and through the several workshop sessions held at New England Division headquarters. Part I of this report constitutes initial identification of public and media groups, as well as an extension of the list of governmental agencies with which contact should be initiated and maintained throughout the preauthorization study. (Bishop provides a "simplified" procedure to aid planners in further identification of concerned "publics"; see Bishop, pp. 64-67.)

2. Establishing A Change Relationship.

For the Merrimack Wastewater Management Study, this is probably the most crucial stage of the open planning process. This is the phase in which the Corps must legitimize its role as a wastewater management planning agency and establish firm working relationships with governmental and citizen interests in the basin. This process of legitimization must confront three critical components, which are discussed briefly below and upon which specific recommendations are based in Section C.

Expertise. Establishing confidence in the Corps' technical expertise is probably the least difficult task in this phase, at least in the realm of engineering. However, building confidence in Corps' expertise as a comprehensive water resources planning agency sensitive to ecological, social, and community considerations is another question. Publication of the feasibility study and supporting reports will be an important step toward achieving such status, but only if accompanied by thorough public

explanation and interpretation through the media, by personal contact with key individuals and organizations, and through a comprehensive public education program. Reliance on limited distribution of a semi-technical publication alone will not be enough.

Goal Perception. While overall recognition of the need for a formal study may be well developed within the region, the Corps will have to establish its own goals and motives for initiating the study as legitimate agency functions. This will require early and thorough explanation of how questions of funding, use of resultant clean water, and land use policy will be resolved during the study process. "The agency planners must accept the necessity and responsibility of convincing the community that it is prepared to understand and work with the community's needs and values". (Bishop, p.30.)

The Planning Process. Related to the necessity of legitimizing agency goals and motives, is the question of legitimizing the planning process itself. Unless the community fully understands and is committed to the open planning process, and is convinced that the Corps is as well, all subsequent efforts will repeatedly regress to this phase.

The discussion of organizational and procedural questions in Section C is directed at this task of achieving public acceptance of the open planning process. The test of these organizational structures and procedures must come in this phase of the planning process. Setting up the open planning program must be accompanied by development of a fully-agreed-upon policy for cooperation between the Corps and all concerned state and

local agencies before that program is set in motion during subsequent phases. This may require major alteration of the proposed process before moving to the next phase. Whatever the process adopted, assurance that a legitimate change relationship has been established must be achieved in this phase.

Basic responsibility for achieving the objective in this phase rests primarily with the Corps staff and its citizen Review Panel as set forth in Section C below. Constituting this combined planner-citizen organization, therefore, becomes one of the most crucial steps in the open planning process. At no other point in the program is the success, even survival, of the program so dependent on a single step. Unlike later phases, where some degree of system redundancy is built in and alternative strategies are possible, the entire model is developed from a heavy reliance on this core organizational unit.

Using Bishop's "coordinator-catalyst" model for a planning strategy, the "planner" (Corps staff/Review Panel) serves the crucial role of synthesizing objectives, coordinating interests, and working out compromises in areas of conflict. (Bishop, pp. 38-40.) These are complex, demanding roles which will tax the capacity and internal cohesion of the best-designed and most competent staff.

In summary, Phase 2 -- "Establishing A Change Relationship" -- is the organizing and policy-making phase. This phase is essentially already entered upon, making immediate and firm action on the recommendations in Section C essential. In the interest of time, steps should be taken to

consolidate the objectives of this phase even before actual orders have been issued for the preauthorization study in order to make full use of the interim period.

3. Working Toward Change.

This is the action phase of the open planning process -- the phase in which the system is most open and, thus, most vulnerable. The task in this phase is to assess and evaluate alternative sets of physical plans, including the possibility of maintaining the status quo. This is the heart of the preauthorization study; its purpose and objective.

Where traditional planning approaches have focused primarily on technical and economic feasibility, the open planning process puts at least equal stress on the social and political feasibility of alternatives. These new dimensions to preauthorization planning resulting from an open planning approach make it extremely "important not to propose solutions at this stage". (Bishop, p.32.)

At this stage, proposing specific solutions could bias the entire study on the side of technical/economic feasibility. Until the open planning process has yielded insights into the varied, and often conflicting, community goals in a region as diverse as the Merrimack Basin, it is important not to rate alternatives as solutions. Any such rating prior to open citizen participation can narrow the range of alternatives from a social/political perspective. That is not to say alternatives which are technically impossible to implement cannot be eliminated, as has already been done to some degree during the feasibility study, but rather that it

is vital to carefully explain the reasons for these decisions to all concerned.

To some extent, the Corps' Merrimack Study may already be in serious difficulty on this issue. Dissatisfaction has already been informally expressed with the high degree of regionalization in even the least comprehensive of the alternatives identified in the feasibility study, and with the lack of alternatives for various levels of pollution abatement. To some, this suggests excessive pre-judgment of alternatives by the Corps prior to open consultation with affected communities. From the Corps' viewpoint greater localization of treatment may be unrealistic. But in order to maintain a high level of legitimization for the preauthorization study, it may be necessary to re-open consideration of a wider range of plan alternatives. The degree to which this question is a real problem for maintaining agency and process credibility is unknown at present, but it serves well as an example as to why the proposition of specific solutions, or even a limited range of alternatives, must be reserved for later in the open planning process.

In the same vein, it is important that the Corps does not in fact choose alternatives and narrow alternatives internally, even though public discussion apparently remains open and tentative. This would only serve to undermine candid and honest interplay between those involved and reinforce old biases among Corps personnel. When the Corps is honestly convinced that certain alternatives are foreclosed, it must test those conclusions in the open process.

In no other phase is the need for system flexibility greater. Achieving

a balance between dissemination of information, generation of public discussion, and evaluation of feedback will require careful planning and constant monitoring of activities in this phase. The procedures recommended in this report should be considered tentative at best, and always subject to revised strategies. The types and role of Technical Panels, frequency and location of Public Forums and Workshops, the scope of media briefings, and the scale of public education programs will need constant re-evaluation.

It is in this phase that the role of the Corps' staff/Review Panel begins to shift. Where this core group took primary responsibility for achieving the change objective in Phase 2, it must now gradually shift to one of coordination in Phase 3. Feedback and interaction must flow between various participant groups (as indicated on the flow diagram), as well as between these groups and the core group.

As conflict and controversy mounts in this phase, there will be a constant temptation to withdraw from the degree of open participation suggested and to rely excessively on the smaller, more cohesive Review Panel. This can only be avoided by keeping the Panel in as indirect a participatory role as possible, protecting their decision-making function for the next phase. This problem is discussed in detail later, but is emphasized here to re-iterate the danger of system collapse in this phase. Our limited experience with open planning ventures in the past indicates that the tendency is great to rush to conclusions and to withdraw from the open planning process when conflict intensifies. This not only destroys the process itself, but often leaves the planning agency in a worse public

position than if the process had never been initiated at all.

Our earlier statement that open planning will require the "tenacity and perseverance of Saints" applies most pointedly to the later stages of this planning phase.

This action phase can be ~~terminated~~ only when sufficient recycling of information and feedback has taken place to clearly identify a range of viable alternatives deemed feasible by key participants. This crucial judgement will have to be made by the Corps staff/Review Panel core group, which emphasizes the critical role of this select group.

4. Stabilization of Change.

This transitional phase marks a major change in the planning process, as sharply marked by the refinement of public participation as the previous phase was by its expansion. This phase represents a period of adjustment to the decisions reached, both by the Corps and by the concerned public. In the Merrimack it may likely be a forced transition due to a lack of time, and seem to be the very "rush to conclusions" warned against earlier. Careful refinement of public participation, gradual elevation of discussion to regional issues, and firm reassertion of the Review Panel's decision-making role will be critical to an orderly transition.

Full stabilization will obviously be impossible, with controversy and need for change probably extending well beyond the submission and implementation of final plans. Knowing when and how the phase is to be implemented, well in advance of the date necessary to insure completion of the

preauthorization study, is important. A hasty, eleventh-hour attempt to stabilize change will jeopardize the terminal relationship necessary to sustain support through authorization proceedings.

The role of the core group (Corps staff/Review Panel) in this phase is again one of decision-making. Based on feedback processed in the Phase 3, this group must evaluate the final set of alternatives in light of the social/political tradeoffs demanded. The Review Panel, especially, must be in a position to exert almost veto-like power to insure that community values and political feasibility are fully expressed in the choice of final alternative proposals. As indicated on the flow diagram, and discussed in Section C, basin-wide technical and public Workshops will provide forums for weighing local objectives against regional needs, but final decision will rest with the Corps staff and Review Panel.

5. Achieving A Terminal Relationship.

The phrase "terminal relationship" might better be stated as "continuing relationship" from the standpoint of the Corps. Here the task is to conclude the formal preauthorization study with broad acceptance of the final decision, and to establish continuing relationships vital for support of the decision through authorization proceedings, development and eventual operation of planned facilities. The same care with which these relationships were established in Phase 2 must be exercised in this final planning phase.

In view of future programs, the way this phase of open planning is concluded will be vital to obviating the inevitable controversy generated

during the process itself. Though a rather simple analogy, this phase serves as that leap over the net and a friendly handshake after a rough set of tennis.

The above attempt to trace the open planning process through a sequential structure is obviously ideal and overly theoretical. It serves only to provide a framework for recognizing the several stages, or "levels of communications", that must be achieved during the open planning process to move toward a final decision in the evaluation of alternatives. It may never be clear in actual practice when "lines" are crossed, as idealized on the flow diagram. Such total control is impossible. Nevertheless, project managers must know where they are within each phase and be capable of making judgements about the degree to which the change objectives of each phase have been achieved. It not, irreversible confusion and conflict will overcome the planners long before the process reaches a stable conclusion. This rather ominous warning ought not to be viewed as a threat ("do this or else!"), but rather as a positive assertion of the commitment to open planning as an imperative -- as the only realistic planning strategy in the Merrimack Basin during the environmental decade.

The following section of this report specifies the organization and activities of each constituency group throughout the various sequential phases.

(C) ORGANIZING FOR OPEN PLANNING

As stressed in the discussion of the sequential structure of the open planning process, especially in Phase 2, the primary strategy for managing change is that of organization prior to initiation of the open planning process. Only the careful planning of organization will insure some degree of order in a process that is intended to encourage an open system of decision making. Once the open planning process is functioning, attempts to control the process or to impose organization will only stifle the free interaction of participants.

Pre-imposed organization must, however, be sensitive to the existing organizations of various sectors of the "public" and the inherent limitations of those organizations for participation in an open planning process. The proposed organizational pattern has been designed to take these limitations into consideration.

For example, there has been no attempt to form a "coordinating committee" of governmental agency representatives within the region to deal with policy questions. Rather, Technical Panels have been recommended which draw on the professional expertise of agency personnel to evaluate "technical" questions. Experience with coordinating committees, such as the U.S. Department of Agriculture's Technical Action Panels, has shown that local representatives of federal agencies seldom have the authority to alter their respective agency policies or programs. This kind of authority is simply non-negotiable at the regional or state level. The bureaucratic structure of governmental organizations is based on intra-

organizational responsiveness, with major program and policy authority usually vested only in the top echelons of the agency. When questions of basic policy require discussion and coordination, it is best handled at the top level on an agency-to-agency basis. "Cooperative agreements" reached in "coordinating committees" at mid-echelon organizational levels seldom produce more than treaties which further define the unilateral authorities of individual agencies. Cooperation seldom results.

The use of Technical Panels as set up in this proposal is intended to avoid policy negotiations, and to make optimum use of the professional expertise available in governmental agencies. The purpose is to focus on technical questions, freeing participants as much as possible from policy issues to function as technical experts. When such study raises policy or program issues, these questions must be dealt with directly by agency executives on an issue by issue basis.

A similar attempt has been made to avoid the creation of a panel of "representatives" from citizen organizations. Here the reason is not so much that a representative (who may be the organization's top executive) is unable to make policy decisions because of bureaucratic organization, but rather that few citizen groups are highly formal organizations capable of making binding policy decisions for their members. In a sense, citizen groups are the opposite of government agencies. The power to decide rests with a diverse, voluntary membership. But in both types of organizations the "representative", whether citizen leader or agency administrator, lacks the authority to enter into binding agreements. The real power of

these representatives lies in their abilities as experts and informal leaders. The key to an effective open planning process is to organize in a way that allows the participant to act as expert and community leader without demanding he or she "take a stand" or prematurely defend the parent organization's interests.

Obviously, as pointed out repeatedly in previous sections, policy questions are key issues and must be dealt with directly in the planning process. What is wanted, however, is a thorough discussion of these issues in a context that will avoid premature confrontation and regression to the usual adversary process. Our solution is simply not to organize along traditional adversary lines. The danger, of course, is that these kinds of adversary groups will develop outside the planned organizational framework. But, if our belief is correct that these groups are seldom effective "co-operative" organizations, they are unlikely to present major problems. Hopefully, before such coalitions develop, agency and community participants involved directly in the open planning program will be in a position to provide effective leadership in their parent organizations on the basis of their participation. However, to avoid the tendency toward the mere co-optation of opponents, the Review Panel is given an ombudsman role to permit groups who refuse to participate in the organized planning process to express their positions directly through the Panel to Corps planners and other appropriate authorities.

An important note of caution: The approach to organization outlined above and developed in subsequent sections, rests firmly on the first assumption of this report -- that the Corps is fully committed to open

planning as a planning imperative. Unless participants from other agencies and citizen groups are fully informed and involved in the planning process, they will not be able to exert the leadership in their respective parent organizations necessary to maintain the integrity of the process. Their legitimacy "back home" will rest on the authenticity of their role in the Corps planning process. Whenever it is suspected that they are merely being "used" to endorse Corps decisions, or as a convenient public relations channel, the traditional adversary lines will quickly form, stronger than ever.

This section has been divided into five parts, dealing individually with key sectors of the overall organization: The Corps; the citizen Review Panel; governmental agencies; public organizations, including organized groups and communities; and the media.

1. The Corps Organization.

Interim Transition. It is our understanding that upon completion of the feasibility study report in September, 1971, the present study team will be disbanded, pending authorization for a full preauthorization survey study. At that time, we understand, responsibility for the preauthorization study will be delegated to the New England Division.

If this is correct, it will be very important that the new study team is thoroughly briefed by the feasibility study manager and his staff. Our proposal is based on the assumption that the first phase of the open planning process was essentially completed during the feasibility study, especially in the area of establishing initial contacts with governmental agencies and key citizen organizations. Special care must be taken to "introduce" the new study manager to those individuals who have had personal contact with Mr. McGowan and Mr. Swartz, and to thoroughly brief him on the status of relations with those contacted.

Our contacts with members of the feasibility study team would indicate that these individuals have gained unique experience in developing the plan, which will be of considerable value in conducting the preauthorization study. Every effort must be made to make that experience available to the preauthorization study team. If at all possible, it would be advisable to have a month or more overlap in key personnel. Ideally, we would like to see one or more planners assigned to the preauthorization study who had worked on the feasibility study.

Feasibility Report Issuance. Though not directly an organizational question, we would recommend delaying public issuance of the feasibility study report until authorization for the survey study is given. It may be necessary to distribute limited copies of the report to satisfy legal requirements, but such distribution should be as limited as possible. Our reason for this recommendation is to permit the new planning staff time to thoroughly study the report, to allow time for the Review Panel to be appointed, and to set up the open planning program to the degree that it can immediately provide structure to public discussion of the study report. Formal public issuance of the report simultaneously with announcement of the open planning program is suggested as a way to both publicize the program and gain initial legitimacy.

Staffing For Open Planning. The first essential step in establishing an open planning program must be the commitment of adequate program support in the form of staff and budget. A recent Corps study of public participation stresses "the need for adequate financial and manpower allocations for such (public involvement) efforts":

Effective use of the proposed procedures in a major water resources planning program will require a substantial time, staff and funding commitment on the part of the agencies responsible for the study. It has been the author's contention in this report that such an investment is both warranted and needed if plans formulated by such governmental efforts are to produce action, rather than just be an addition to a long shelf of interesting but unused technical reports.

... a proportionate share of the total study allocation should be explicitly designated for public communication and involvement purposes.

Institute For Water Resources
Corps of Engineers. Report 70-6
December 1970, pp. 51-52

We recommend assignment of at least four, and perhaps five, special personnel to plan and conduct the open planning program. The qualifications and duties of these individuals are discussed below:

1. Open Planning Coordinator

Qualifications:

- a. Experience in water resources planning on major Corps projects.
- b. Experience or training in public participation planning, with demonstrated commitment to open planning philosophy.
- c. Administrative experience and rank comparable to that of the preauthorization study manager.
- d. Demonstrated skill in public contact.

Duties:

- a. Overall responsibility for direction of the open planning program, under immediate supervision of the study manager.
- b. Responsibility for planning and conducting a Corps staff training program.
- c. Coordination of the activities of the Review Panel and preauthorization study staff.
- d. Directing the overall public information and education program; monitoring the information collection services.

To quote again from the above-cited Report 70-6 of the Institute for Water Resources:

The ... coordinator should serve as a focal point in the public contact program's design and scheduling. In addition, he should take lead responsibility in arranging for appropriate ... training programs. ... When staff requests arise for technical assistance on specific public involvement program needs, ... these might be channeled through this individual as the key agency resource person regarding public involvement and communications.

The objective of staff training programs should be to supplement the agency participants' existing technical skills with an increased familiarity with various public contact mechanisms, a sharpened sensitivity to public concerns, and improved communications skills in the context of small group sessions, personal discussions, and public meetings with local people.

(pp. 53)

The duties of the Coordinator involve the full range of open planning activities developed in this report. Of special significance in this immediate section dealing with the Corps organization, is his training function.

It is not unrealistic to assume that Corps participants in the proposed open planning process may be the least experienced in open planning of all participants, governmental and public. Line administrators in state natural resources agencies, citizen conservation activists, community political leaders, and even student environmentalists have been participating in "open" public activities for years. Few of these people have

had the relative protection of a large planning staff essentially removed from public scrutiny as have most Corps technical personnel. The Corps engineer/planner, as a basically professional specialist/expert, lacks this experience in open public participation. To assume he can participate in a comprehensive open planning program without training is to court disaster.

Even were this training task unnecessary, however, the designation of a separate Coordinator position on the preauthorization study team would be justified on the basis of the practical realities of administration alone. Rarely can an individual be both a technical engineering expert and a public communications expert. And even if he were, time would not permit effective administration of both aspects of as comprehensive a study as that proposed for the Merrimack.

The description of the duties and role of the Open Planning Coordinator as outlined in this report constitutes only one aspect of this assignment. In addition to the "half" of his role herein described, the Corps must carefully define his responsibilities and assignment within the overall preauthorization study team. How he shares authority and responsibility with the study manager must be carefully and explicitly defined. He must participate directly in the internal planning activities in a way that insures the integration of inputs from the public participation program. Much of his success in achieving this objective will depend on his personal, working relationship with the study manager. Both of these individuals should be selected on the basis of their com-

patibility, philosophically and functionally; they should be appointed as a team, rather than individually. The search for a study manager and Open Planning Coordinator ought to be a single personnel management process, and initiated as soon as practicable to insure that these individuals become involved in the Merrimack program prior to issuance of the feasibility study report.

The following supporting staff positions are recommended to support the Open Planning Coordinator. In a less innovative and comprehensive effort, or where a longer planning period were possible, one or two assistants would probably be sufficient. For the Merrimack Study we recommend the addition of four assistants to the Open Planning Staff:

2. Current Information Specialist.

Qualifications:

- a. Information experience with governmental agency: radio/television/press relations.
- b. Familiarity with New England; specifically the Merrimack region if possible.
- c. Corps planning experience, though not necessary.

Duties:

- a. Coordination of media contacts: liaison with press; news briefings, releases.
- b. Monitoring of feedback: editorial analysis, clipping files, preparation of workshop and forum summaries.
- c. Secretary to the Review Panel.

3. Public Education Specialist

Qualifications:

- a. Interpretive or conservation education experience with Corps or related natural resources agency.
- b. Basic familiarity with technical aspect of waste-water management sufficient for public interpretation.
- c. Demonstrated skill as writer and interpretive designer.

Duties:

- a. Responsible for publications program: public brochures, editorial packets, newsletters, press releases, report editing.
- b. Design and supervise production of exhibits, displays, etc.
- c. Coordination of Technical Panel activities and liaison between staff planners and Review Panel.

The fourth described specialist position should ideally include two individuals, one assigned to each state. Liaison contacts might be sufficiently covered by a single individual if the coordinator were able to share this activity, covering regional and statewide organizations.

4. Field Liaison Specialists (One For Each State)

Qualifications:

- a. Field experience at Corps District level or comparable natural resource agency field position, preferably in New England.
- b. Basic familiarity with technical aspects of water resources management, wastewater management, land resources.
- c. Demonstrated ability in local public relations: effective speaker, good at meeting people, relaxed approach.

Duties:

- a. Coordination of local organizational contacts, and contacts with local leaders; maintain local contact network within assigned state.
- b. Conduct local information program: small group talks, resource person at local public Forums.
- c. Coordination of local public Workshops.

The overall duties of the staff specialists might be distributed differently than proposed above, depending on whether full staffing is possible and appropriately qualified individuals can be obtained. This determination should be made by the Coordinator pending his assessment of respective workloads and the capabilities of his staff.

The proposed staff is an ideal one, with the breakdown of duties corresponding with the three activity groupings and organizational sectors of the overall open planning proposal. Other combinations of activity and organizational responsibility might be devised, but discreet functions ought to be left with a single individual to insure responsibility. In summary, staff responsibilities have been divided as follows for each

staff specialist:

<u>Staff Specialist</u>	<u>Activity</u>	<u>Organizational Sector</u>
Open Planning Coordinator	Overall Supervision	Corps/Review Panel, Regional Governmental
Current Information Specialist	Public Information	Media
Public Education Specialist	Education	Technical Panels
Field Liaison Specialists	Local Liaison	Public Participation Local Organizations

Specialist Activity. With the exception of conducting an internal Corps training program, few specialist activities do not involve specific aspects of public participation discussed in subsequent sections. Coordinating specialist activities with the overall open planning program is a crucial task, essential to avoid a gradual shift toward functioning as a traditional "Information & Education" public relations unit.

In Phase 2, the specialists play a direct role in initiating contacts, developing information releases and publications, maintaining liaison with the media, and providing staff support for the Review Panel. While fast, effective action will be essential early in this Phase, it will be equally essential to open participation to the Review Panel as soon as this group is established and oriented, and to the planning staff. (Note: In previous sections, "staff" has referred to the entire preauthorization study staff, as it does in this section. For purposes of clarity the Open Planning Staff is referred to as "specialists" or "OP Staff"). It should be

remembered that the basic responsibility for action in Phase 2 rests with the Review Panel working with the study staff, supported by the OP Staff.

The Coordinator must be especially sensitive to maintaining his role, and that of his specialists, as one of coordination. His is a catalyst role, always directed toward the objective of supporting efforts to open the planning process to an ever-increasing range of participants.

In Phase 3, the Open Planning Staff must take a definite service and support position relative to the Review Panel and evolving citizen participation activities. Scheduling, arranging, and providing information for Technical Panels, Workshops, and local Forums will occupy much of the specialists' time. Maintaining informational channels and facilitating feedback will become the OP Staff's most important function, stimulating and supporting intensive interaction upon which the open planning process depends. Here again, as in Phase 2, the temptation to manage and control information in a traditional public relations style will be strong. The Coordinator has a key role to play in preventing this from developing, and to insure that study staff personnel participate directly in public participation activities. The Open Planning Staff must not "substitute" for the technical staff; on the contrary, the open planning staff must facilitate direct staff/public interaction.

From a practical Corps' perspective, the Open Planning Staff also serves a possible backup function. If at some point late in Phase 3 it becomes apparent that the open planning program is irreversibly mired in controversy and is no longer functional, the Open Planning Staff can

serve as a last resort for facilitating completion of the preauthorization study. It would be capable, because of its experience with the study at this point, to maintain a traditional public relations program. Such action must be taken only as an absolute last ditch move, after every effort has been exhausted to sustain the open planning program. Such a decision should be made only by the Chief's Office with full concurrence by the Review Panel, recognizing that such a decision constitutes a planning failure and is being made only to complete the study as legally required.

In Phase 4 the Open Planning Staff will mainly provide support for the basin-wide Workshops, and serve as resource personnel for the Review Panel and planning staff.

Finally, in Phase 5, the Open Planning Staff will again have a direct role in maintaining continuing relationships with organizations in the Basin. Its final responsibility will be to provide the study staff with editorial and production services for preparation of the final report, supporting documents, and public informational pieces.

Throughout the open planning program, the responsibilities and activities of the Open Planning Staff will shift with the status of public participation in the program. Its role as catalyst or as support unit will depend on the degree to which the program is effectively functioning to stimulate public involvement. For this reason, we have not attempted to spell out the job of the OP Staff specifically in later sections. This determination must be made by the Coordinator throughout the planning period.

2. The Review Panel.

The Citizen Review Panel serves a key role in the overall open planning program -- a role that requires more specific definition than any other single organizational component. In some ways this role is paradoxical in that the Panel serves both as a review panel representing community interests and as an advisor/participant of the Corps planning staff itself. Its task is to serve at the interface between the Corps organization and the broad community interests of the Merrimack region; it must be a part of both, yet not a "representative" of either. In some ways its role is analogous to that of a jury, serving to render judgments on the basis of its perception of societal values. As stated earlier, however, its role is not to attempt an explicit articulation of those values, but to express them implicitly by evaluating the social/political feasibility of alternative proposals.

Membership; Selection and Appointment. To insure that the Panel be an effective working group, we recommend that total membership be initially set at from 8-12, with possible expansion at a later date depending on levels of attendance at work sessions.

The primary criterion for individual selection ought to be a thorough knowledge and understanding of the social/political climate of the Merrimack Region relative to broad issues of environmental management and natural resources development. Secondly, members ought to be recognized regional leaders, having demonstrated a broad degree of regional states-

manship as opposed to partisan leadership in a particular sector of business, government, or conservation. Mature and responsible commitment to social welfare and a willingness to participate energetically in an open planning venture is vital. Honorary members or already over-committed executives or governmental administrators will add little to the Panel. Individuals need not hold especially critical positions in the region; selection should be on the basis of personal leadership attributes rather than current position.

If possible, it would be advisable to have overall composition of the Panel reflect the geographic diversity of the region, though individual members ought not be selected to represent specific areas. Likewise, some representation of various community interests -- business, industry, government, labor, conservation groups, etc. -- would add breadth to the Panel. As with geographic distribution, however, selection ought not be made on the basis of some representative formula. Not only is this "representative" structure devisive, but it is virtually impossible to equitably achieve. There will always be some community group claiming discrimination or nonrepresentation.

Actual selection of individual members will in part be determined by the appointment process used. We suggest two possible approaches:

First, appointment may be handled completely by the Corps. This would involve consultation with leaders of regional organizations and designation of Panel members by the Chief of the Corps. The advantage of this approach would be control over selection to insure compliance with the

desired criteria for membership. The disadvantage of this appointment approach is the danger that the Panel may appear to be overly co-opted by the Corps. If, however, the Panel is to remain relatively "behind the scenes" with little public role, such an image may not be detrimental. The benefits of controlling selection may be more important.

A second way to handle the appointment process would be to have members designated by the Governors of Massachusetts and New Hampshire. The advantage of this approach is clearly that of early public legitimization of the Panel. On the other hand, there is the danger that appointees would be chosen for reasons other than those outlined above, reducing Panel effectiveness as a close working group.

Perhaps the advantages of both approaches could be realized by working with the governors through regional leaders to guide the selection of appointees. Appointment could then be made jointly by both governors, possibly at a major press conference launching the preauthorization study.

If the latter approach is adopted, an exception to the "rule" against formal representation is recommended. In this situation one appointee from each state should be the formal representative of the governor of that state. This will provide the governors with direct access to the planning process, assuring them of current information about planning progress as well as giving the Review Panel and staff direct access to assistance and information from the state governments. Since such representation would involve only the top level of state government, this recommendation is fully consistent with our previously-stated intention to avoid

ineffective "coordinating committees" made up of mid-echelon governmental representatives.

The inclusion of a governor's representative on the Review Panel, when appointment to the Panel is made by the governors, further recommends this appointment process as the more preferable approach. Final decision, however, should be reserved until it can be determined if adherence to the criterion for membership will be possible.

Purpose and Responsibilities. The broad mandate of the Review Panel is clearly inferred in its title -- REVIEW. Its role in the planning process is to participate directly in the review of matters relating to regional questions of social and political feasibility of alternative wastewater management plans. Here again, "social and political feasibility" includes both area goals and public "values" as implicitly expressed in the review decisions of the Panel. In some phases this is achieved by advising Corps planners by interpreting feedback from the public participation program; in other phases the Panel has the more direct task of actively participating in the decision making process, both as to the strategy of the public participation program and in the evaluation of alternative plans. Several categories of tasks can be identified:

- (1) Determination of goals and objectives. Here the Panel exerts a direct review function, participating with the staff in defining the objectives of the study on the basis of the members' knowledge of regional and local goals.

(2) Direction of Study Activities. The Panel should participate in determining the issues to be investigated by the study staff and consultants relative to the social and political aspects of plan feasibility. Specifically, the Panel should identify areas of public concern, values, and goals that should be systematically studied in the course of the survey study; reviewing and evaluating the results of such study.

(3) Direction of the public participation program. The Panel should play a major role, in conjunction with the Corps staff and Open Planning Staff, in determining the locations, format, frequency, and other details of public participation activities: Technical Panels, Workshops, Forums, informational programs, and media contacts. The success of these various activities will rest heavily on their sensitivity to existing social and political patterns within the Basin -- a sensitivity which the Panel is uniquely capable of bringing to the planning of these activities.

(4) The review and evaluation of alternative plans. Of utmost importance is the Panel's task in making a final citizen's review of alternative plans. While a formal "veto" function is not intended, the judgments of the Panel should implicitly carry such weight. While a multiple-objective planning scheme may well incorporate a broad range of social values in the formal planning process, the Panel's review should be the ultimate expression of

public judgement on the social/political merits and feasibility of the final plan proposals.

(5) Serve a public "ombudsman" role: In the event that concerted opposition to the study is organized, such that groups or individuals refuse to participate in organized programs (workshops, forums, etc.), the Panel should serve as a direct contact through which objections can be channeled to the Corps and other agencies. To function effectively in this capacity, it must be well established early in the open planning process that the Panel is a citizen review organization, and not solely an advisory panel for the Corps. Inclusion of a governor's representative on the Panel, as well as recognized regional leaders, will strengthen the Panel's image as a point of legitimate appeal for the public. When organized opposition develops, a member of the Panel (not the OP Staff or other Corps official) should make contact with the group and carefully explain the Panel's willingness to serve as the public ombudsman through which the group can make its views known to appropriate individuals and agencies.

Initial Briefing and Orientation. Immediately upon appointment, the Panel should receive intensive briefing on the Merrimack feasibility study and the proposed preauthorization study. This should include complete review of the technical aspects of wastewater management as applied to the region, as well as the broader policy implications of these pro-

posed engineering techniques. Such briefing should insure that the Panel is thoroughly familiar with the program, moreso than any other group in the region other than Corps planners themselves.

Likewise, intensive briefing must be provided on the concepts, organization and operation of the open planning process. This should include presentation of this report, if adopted, and instruction by personnel of the Institute for Water Resources and the Chief's staff. If possible, outside experts on open planning could supplement internal resources. Full agreement on the philosophy and operational details of open planning as applied to the Merrimack study must be achieved. Furthermore, the Panel must clearly understand how the public participation program relates to the overall technical planning process to be employed in the preauthorization study. "Open planning" must be understood as encompassing all aspects of the full survey study process.

Finally, the Panel ought to receive an overall orientation to the Corps and to principles of water resources management. Terminology, organizational structure, and operating procedures are a confusing maze to even the most informed citizen. These barriers to understanding and communications ought to be removed as quickly and completely as possible to facilitate a relaxed and confident working relationship between the Panel and the Corps.

Staff Support and Facilities. Staff support and physical facilities can be crucial to establishing effective working relationships; their lack can undermine the best of training and orientation.

A separate, private conference room ought to be established for the Panel, containing necessary documents, reports, maps, and other supporting material. Office supplies and work space should be available. This room should be adjacent to the office of the Open Planning Staff and easily accessible to the survey study staff's offices. Panel members should feel free to use the room at their convenience between regularly-scheduled work sessions and meetings, and to consult with any member of the Corps staff as they feel necessary.

The Open Planning Coordinator, as coordinator of Panel activities, should maintain close contact with Panel members and be readily available to assist them. The OP Staff specialist designated as the Panel Secretary should serve as a staff assistant to Panel members at their discretion, including usual office services. The details of such staff services should be explained early in the Panel's orientation to prevent any misunderstandings later. These limits will have to be determined on the basis of existing Corp policy, but should be made as liberal as possible.

A specific budget item should be provided for Panel operations, to cover unusual travel and personal expenses. It is not anticipated that Panel members would be paid for their services, but some flat per diem rate may be desirable for expenses on regularly scheduled meeting days. This will be especially necessary for members who are not able to charge time or expenses to their regular employer, or who are retired or unemployed.

Relationship to Corps Staff. All of the above recommendations con-

cerning Panel orientation and support are directed at establishing the most effective possible working relationship between the Panel and the study staff. The objective must be to involve the Panel openly and honestly in the entire planning process. This will not be easy to accomplish. Corps personnel will naturally be uncomfortable with this kind of lateral intrusion into their normal internal operations. Outsiders are always a threat, both because of their lack of personal allegiance to the organization and because of limited experience with the traditions and mores of the organization. Likewise, the Panel members will not have time to become intimately involved with the staff on a regular basis. Their primary interests will be with their usual activities and jobs; their roles as Panel members will be but one of many responsibilities.

Building the Review Panel and study staff into a close and effective study team will require considerable mutual respect and patience. There are no organizational tricks or administrative techniques to accomplish this. Current popular enthusiasm for sensitivity training, T-groups, and other small group methods simply don't apply to developing confidence and trust among competent, sophisticated leaders. Furthermore, such relationships are not sought in this organizational scheme. The Panel members must maintain their position as advisors and reviewers to be effective, somewhat analogous to that of a panel of judges in a civil court who depend upon and work closely with attorneys, but while maintaining their judicial role. The Panel/staff relationship should certainly be less formal than that inferred by analogy to the judicial process, but not to

the point the Panel role is reduced to that of the usual governmental advisory committee.

Building the proper relationship between Panel and staff will be a major responsibility of the Open Planning Coordinator, which emphasizes again the importance of careful selection of this individual.

Panel Activities. Immediately following initial orientation sessions the Panel should begin working closely with the Open Planning Staff to define the shape of specific activities: development of public information and education programs; establishment of a regional contact network, relying heavily on the Panel's advise as to local community patterns; and planning of the open participation program. These tasks are outlined in detail in following sections of the report. Frequent working sessions will be necessary throughout Phase 2 to move the program as quickly as possible into Phase 3.

It will also be necessary in Phase 2 for the Panel to hold regular working sessions with the study staff to refine study objectives. This process will be extended into subsequent phases as feedback is available from the public participation program, but it will be important to reach early agreement on the values and goals of the region to be considered in a full evaluation of plan alternatives.

Some members of the Panel may also participate in early media briefings and Corps meetings with key regional governmental agencies. Such participation would give the Panel first-hand experience in evaluating the effectiveness of these activities.

In Phase 3 the Panel will continue to advise the Open Planning Staff in the direction of the public participation program and Technical Panel activities. In most cases, however, Panel members should not participate directly in these activities. Throughout this Phase the Panel should be in a position to review feedback and to advise the staff on ways to improve the program, but reserve its direct involvement for later working sessions at the regional level. One or more Panel members might attend a few local workshops and public forums as observers to monitor the progress of these activities. Summary reports of all local activities should be prepared by the OP Staff for the Panel, to provide the necessary background for their later participation in the evaluation of alternative plans at the completion of Phase 3. (See Section 5 for further discussion of "Evaluation".)

In Phase 4 the Panel will continue its active role in narrowing the range of alternative plans, toward the goal of adopting a final proposal. The region-wide technical and public workshops in this Phase will give the Panel added information on possible tradeoffs necessary to achieve regional consensus on proposed plans. Determination of the location, participants, format, and topics of discussion at these regional workshops should be a major Panel responsibility.

The exact role of the Panel in Phase 4 and 5 will depend considerably on how the Panel members have adapted to their intended role. It is impossible to predict with any certainty whether the Panel will choose to concern itself primarily with directing the public participation pro-

gram, or to focus more on evaluating alternatives in light of system feedback. The latter is by far its most important function, though "administration" sometimes captures interest more readily. The Open Planning Coordinator will have to be sensitive to trends toward imbalance in Panel activities, and be sure that his specialist staff handles details that could easily divert Panel efforts from its more important review task.

The eventual shape of the Panel's role will be determined in great part by the role it is given by the Corps. Little difficulty can be expected in keeping Panel interest in its review and evaluation task if it is truly encouraged to do so. The Panel should participate directly in staff meetings dealing with critical decisions, and not merely asked to review past decisions in separate sessions.

What happens, however, if the Panel simply does not function as planned, either becoming inactive or mired in conflict? One approach would be to greatly expand membership while limiting Panel responsibility to specific questions. At the opposite extreme Panel functions could be reduced, with greater reliance on other public participation activities and on the Open Planning Staff. Here again, flexibility and a readiness to innovate are vital to the ongoing program. A general characteristic of any open system is its homeostasis, its dynamic stability. The strength and stability of such systems are their diversity and ready adaptability to change. Unlike planning systems based on bureaucratic organizational models which have fairly rigid hierarchical structures, the open planning

approach must be ever responsive to change.

Whether the Panel will continue to function after completion of the feasibility study is an open question -- a question the Panel itself may wish to answer. In any event, Panel members will continue to exert important influence on the eventual shape of the plan as they function as regional leaders in their respective community positions.

(3) The Media

This section is the first of three dealing with various aspects of the Corps' "public" -- media; governmental agencies; and the broader Merrimack community, its public groups, leaders, and local organizations. Obviously, these are not discrete segments, but are intricately inter-related in the social/political milieu of the region.

The news media, especially the press, are unquestionably the most powerful avenues of public communication in the region. In a recent Corps study newspapers were found to be clearly the most important source of information, as shown in summary tables from that report:

LOCAL RESPONDENTS' PRE AND POST-QUESTIONNAIRE RANKINGS
OF MAJOR SOURCES OF INFORMATION

<u>Pre-Questionnaire</u>	<u>Rank</u>	<u>Post-Questionnaire</u>
Personal Experience	1	Discussion w/water professionals*
Discussion w/water professionals	2	<u>Newspapers and magazines</u> *
<u>Newspapers and magazines</u>	3	Personal Experience
Statements of public officials	4	Statements of public officials
Discussion with friends	5	Position statements of organizations
Technical publications	6	Technical publications
Position statements of organizations	7	Discussion with friends
Television	8	Television
Radio	9	Radio

* tied for first rank

COORDINATING COMMITTEE PRE AND POST-QUESTIONNAIRE RANKINGS OF
MOST EFFECTIVE MEANS FOR DISSEMINATION OF INFORMATION

<u>Pre-Questionnaire</u>	<u>Rank</u>	<u>Post Questionnaire</u>
Newspapers	1	Newspapers
Formal program for groups	2	Talks by study personnel
Talks by study personnel	3	Formal talks for groups
Informal meetings	4	Special workshops
Brochures and pamphlets	5	Informal meetings
Public hearings	6	Radio and Television
Special workshops	7	Brochures and pamphlets
Special television	8	Public forums
Special radio	9	Public hearings

The Susquehanna Communication-
Participation Study, Corps of Engineers,
Institute for Water Resources,
Report 70-6, December 1970, pp.29-30.

In the Merrimack Valley, daily newspapers, supported by weekly papers, are most important. Metropolitan Boston and Worcester newspapers and TV stations provide background information, but compared to local newspapers probably have little impact on public opinion regarding regional issues. The next most influential local media after newspapers are the 12 radio stations serving the region. (For Directory of media see Part I, Section D.)

Contact with media representatives should be initiated as soon as possible in the preauthorization study. Prior to public announcement of the study, a thorough briefing session should be held for editors and key writers of the area's newspapers and radio stations. Top-level Corps and EPA officials should be present who can authoritatively answer

technical and policy questions bearing on the basic intent of the feasibility study, the impacts of various alternatives, and proposed methods of financing. Planning and execution of the media conference will be the responsibility of the Open Planning Coordinator and his Current Information Specialist.

Such a session should seek frank and open discussion, perhaps making it possible for participants to submit questions prior to the actual meeting. The objective of the session should be to lay the groundwork for continuing editorial discussion, and to stimulate the assignment of special staff writers to cover the study in subsequent months. Editorial packets containing clear, accurate information should be made available, with a directory of Corps personnel who will be available for information and as technical resource people.

Explaining the open planning approach at this session is equally as important as reviewing the actual technical aspects of the study itself. The style and approach adopted for the meeting will be important to establishing the tone of the study before the media. Study staff members should play an active role, with uniformed Corps officers taking an inconspicuous role except where necessary to answer appropriate questions.

To publically launch the study, and perhaps to announce the appointment of the Review Panel, a press conference should be held shortly after the media briefing session. This should, if possible, be held jointly by the Governors of New Hampshire and Massachusetts and Lt. Gen. Clarke.

Press releases and supporting informational packets should be made available in advance, designed for local papers as well as the larger dailies. Timing of the conference should take into account deadline dates for key weekly papers within the region, if possible.

Continuing Media Relations. Early in Phase 2, the Current Information Specialist should initiate personal contact with editors and special environmental/science writers. He should become thoroughly familiar with each paper's production schedule, printing process requirements for copy and photographs, and editorial policies. Subsequent news releases and packets of fillers and regular column material should be designed to accommodate these requirements.

The regular issuance of news releases throughout the study should be cleared through the Current Information Specialist to insure continuity and adherence to a standard format. Whenever necessary for clarification, these releases should be personally delivered to key writers or supported by press briefings at which questions can be directed to appropriate study personnel. Keeping the media thoroughly informed of every step in the planning process ought to be the top priority of the Current Information Specialist's assignment.

As the broader public participation program is implemented in Phase 3, media representatives should receive early notification of planned meetings and workshops with as much supporting information about the purpose and topic of the meeting as possible. Copies of newsletters sent to regional organizations should be available to the press on a regular basis,

making sure that special announcements made in these newsletters are available to them on an equal priority basis.

When press coverage or editorial comment is obviously in error, or it appears that concerted opposition to the study is being launched, personal contact should be made with the paper rather than reacting publically. Such contacts should attempt to clarify errors and provide additional information, but in no way seek to manipulate editorial reaction. If inaccurate reporting and unfair editorial attack continues, a clear public statement ought to be issued through regular release channels setting forth the Corps' position fairly and objectively.

The Open Planning Coordinator must be especially vigilant to prevent the "management" of news as conflict and controversy intensify in Phases 3 and 4. This author's experience as a government press officer suggests that there is a strong tendency in most "information and education" units to see its role as defender of the agency, and to use media reactions as a public relations tool bordering on propaganda. This simply cannot be tolerated in an open planning program! All media relations must be maintained as fully open and honest channels of communications with the public, regardless of how that flow of information may be misused by the media itself.

Beyond the study area itself, media contacts should be developed with national news magazines and selected periodicals with demonstrated interest in environmental issues, such as Saturday Review, Ecology Today, Environment, etc. A major article should be prepared for Water Spectrum.

While these media outlets may not have direct bearing on decisions within the region, they will undoubtedly reach public groups, governmental agencies and business firms with interests in the region who should be considered a part of the open planning process. These types of media contacts should probably be planned for later in the planning year, perhaps to report the results of the effort and to explain the final adopted plan.

Feedback Monitoring and Analysis. Throughout the study period, newspaper articles and editorials should be currently clipped and routed to the study staff and Review Panel. Periodically, the OP Staff should prepare a brief analysis of this feedback, recommending to the planning staff where additional study is needed or what types of information should be made available to the public to clarify specific questions. Such analysis could be in the form of brief written memos or presentations at regular staff meetings. The goal is to keep every member of the study staff informed of where the project stands in the public view.

Discussion of media feedback ought to be a regular function of the Review Panel as well, relying on their understanding of the region to interpret the significance of public response or editorial comment. It is vital to recognize, for example, that a particularly sharp comment by a New Hampshire daily may not mean the same thing as a similar comment in a lower Merrimack Valley paper. The Review Panel should be able to provide this kind of insight.

Some Thoughts On "Style". As suggested earlier, both in this section and others, care must be constantly exercised to prevent the OP Staff from

conducting a traditional "public relations" program. That is not its purpose; openness, not control, is sought. However, this should not foreclose the use of good techniques for the dissemination of information.

For example, consideration should be given to designing an attractive and distinctive letterhead for use on press releases, newsletters, and public announcements. Such special identification of the Merrimack study could help greatly in the distribution of information, calling attention to releases or form letters often lost in an editor's or busy executive's regular mail. The same design theme could be carried through on brochures, report covers, and displays.

Setting the right style for public communication activities during the study ought to be given careful consideration by the OP Staff and Review Panel. The goal should be to project a positive image, neither too stoic and traditional nor excessively "glossy". Few government agencies have been successful in striking this important balance, with approaches ranging from the drabness of early Extension Service bulletins to the colorful extravaganzas of the Department of Interior's new yearbooks. Honest adherence to the objective of public information is the best guide to finding an appropriate style.

(4) Governmental Relations

As discussed in the introduction to Part II, we have not recommended a formal representative committee of governmental agencies. (One exception is the inclusion of governors' representatives on the Review Panel.) Interorganizational relationships are to be handled on a direct contact basis or through Technical Panels designed to address specific technical issues. Coordination between government agencies is to be achieved through continuous interagency communications, through regular newsletter mailings and direct contacts by the Planning Coordinator on the state and regional level, and by the Field Liaison Specialists on the local level.

Agency Contacts. It is assumed that initial contact with key government agencies in the region was accomplished during the feasibility study, laying the groundwork for continuing contact throughout the preauthorization study.

Early in Planning Phase 2, the study manager and Open Planning Coordinator should schedule meetings with all major governmental agencies with jurisdiction for water resources in the Merrimack Region. These meetings should serve to explain, and solicit agency views on, the proposed open planning process, and to seek an understanding of each agency's interests and legal jurisdictions relative to the proposed study. Arrangements should be made for agency participation in appropriate Technical Panels, and for the designation of an agency coordinator with whom continuous contact will be maintained throughout the study.

If issues are encountered during these initial meetings which require involvement of one or more additional agencies, such meetings should be planned. However, such joint meetings ought to be limited to the issue at hand and restricted only to those agencies directly concerned.

If it is absolutely necessary to involve a wide spectrum of agencies in the discussion of a particular issue, such meetings should be set up to involve the highest-rank agency executives as possible. With limited time for the preauthorization study, large meetings of mid-level agency representatives will likely prove a waste of time, if not detrimental, to achieving clear understanding and firm decisions.

Local Contact Network. Immediately following contact with regional and state agency heads, contacts should begin at the local level to establish a comprehensive local contact network. Primary responsibility for this effort has been assigned to the Field Liaison Specialists for each state.

The range and types of contacts to be established will require continuous review and revision as field representatives of state and federal agencies and of local governmental units are identified. Initial contact should include field representatives of U.S. government agencies (Extension agents, S.C.S. District Managers, Forest Supervisors and District Rangers, etc.); regional agency representatives (planning organization directors, etc.); state government agency representatives; and officials of local governments (planning boards, water & public works departments, and consultants for wastewater management).

Again, as with state and regional officials, contacts should seek to explain the open planning process and to provide detailed information on the study. As the study progresses, the Liaison Specialists will be increasingly called upon to answer specific questions. When unable to provide an answer, they should refer the question to a member of the planning staff and insure delivery of a prompt reply.

An important function of the local contact network will be to develop cooperative relationships necessary for later sponsorship of public forums and workshops. When such programs are launched in Phase 3, Field Liaison Specialists should be prepared to recommend locations, local sponsors, and key participants. The effectiveness and success of the local public participation program will rest heavily on whether or not the local contact network is functioning well.

Technical Panels. Formal interagency activity is focused in the activities of Technical Panels. The number and types of Panels should be determined in discussion with agency personnel and the planning staff, but several types can be anticipated.

- (1) Water Resources Management. This Panel should include various watershed specialists to examine overall water management questions raised by Corps proposals for wastewater management: stream flow control; ecological impacts, including fish and wildlife; and relationship to current and planned watershed management.

- (2) Wastewater Management Technology. This panel should in-

clude specialists from state pollution control agencies, local health and public works departments, and pollution control consultants to local communities. These panels should analyze the technical aspects of alternative treatment schemes, with special reference to their compatibility with existing and planned local facilities.

(3) Land Use Planning. This panel should include representatives of state and local natural resources and planning agencies. Sessions should focus on the immediate and long term effects of alternative treatment schemes on land use planning programs, toward the objective of identifying land use policy issues.

(4) Intergovernmental Relations. This panel should include state and local agency representatives, elected officials, and legal experts. The task of this panel should be to examine the legal aspects of alternative plans: water law, regionalization of treatment facilities, possible legislative action needed, and funding formulas.

The number and type of additional panels should be determined on the bases of the objectives of keeping panels small enough for effective working sessions, and to specialize each panel sufficiently to insure analysis at a professional level. In some cases several panels may be desirable for a given topic, limiting jurisdiction to a particular State or sub-region within the study area. This might well apply to the waste-

water management technology panel, for example, where land disposal methods would be of special interest to upstream areas but less so for the Lowell-Lawrence-Haverhill area. It will be important to initially limit panels to meaningful local areas to insure that critical local problems are thoroughly investigated.

At the end of Phase 3, local and specialized Panels should be selectively merged and participation refined; raising analysis to issues of regional scale. In Phase 4, these Panels will play a major role in assessing the feasibility of various regional alternatives in light of their experience in analyzing local technical requirements.

Every Panel ought to be attended by an appropriate specialist from the Corps staff, both to insure that the Panel is fully informed of Corps activities and to provide Corps specialists with first-hand feedback from these important sessions. Review Panel members may wish to occasionally attend to assess the effectiveness of the Technical Panels as a portion of the overall public participation program.

Throughout Technical Panel activity the Open Planning Staff should insure that panel members are kept up-to-date on the activities of other Technical Panels and the Corps planning staff, and that Panels are furnished with necessary technical information. It is the specific assignment of the Public Education Specialist to service the Technical Panels and to facilitate feedback between Panels and with the Review Panel. Thorough reporting of Technical Panel activities is vital to the incorporation of their findings and recommendations in the basic study.

Interorganizational Communications. Maintenance of good communications with all levels of government in the region will be essential to maintaining effective working relations. Up-to-date mailing lists should be maintained for the contact network. A regular interagency newsletter should be mailed, along with copies of news releases, to insure that all concerned agencies receive first-hand information of Corps activities. Such a newsletter ought to cover related Corps activities as well as those directly relating to the Merrimack study. This might include the status of other water management projects in the basin, reports on the NEWS study, and the progress of wastewater management programs in other parts of the Country. This newsletter could well be adapted for mailing to non-governmental organizations and individuals, although a less technical version directed to these groups would be preferable.

Should it become evident that direct contact with agencies, and communications via the Technical Panels and mailings, are insufficient to maintain overall interorganizational coordination, it may be necessary to hold a general agency briefing. While we doubt the effectiveness of this approach to coordination, such a meeting may serve to reinforce confidence in the open planning process. As discussed in the next section, however, this need may likely be served by the Public Forums intended for public organizations and the general public, to which agency representatives would be invited.

5. Public Participation.

Most of the discussion in previous portions of Part II has been directed at providing an organizational framework and contact network for support of the public participation program. The degree to which these background activities have been accomplished will determine the effectiveness of the direct public participation program.

The public participation program is divided into three separate, but interdependent functions: (a) educational and information, (b) organizational contact, and (c) public involvement.

Education and Information. Throughout this report, the need for providing the public with current, understandable information has been repeatedly stressed. Two categories of information are necessary to stimulate responsible public participation in the open planning program:

First, it must be assumed that the general public is very poorly informed about the most general aspects of water pollution, waste water management, and water resources development. People may well know that "the Merrimack is polluted", but it is doubtful if they know what "pollution" is or how various levels of water quality relate to their personal use of water. Less is understood of water requirements for industry, or for the maintenance of certain ecological conditions in and adjacent to the River. Techniques of water pollution control and management are a "mystery" to all but a few who have made a personal study of the subject or who have been involved in local pollution control

planning.

The level of public understanding of the basic components of waste water management must be improved if citizen participation is to be effective. For this reason a concerted education effort should be launched early in the study by the Open Planning Staff. Previously recommended media programs will help considerably, but this must be supplemented with a Corps-directed interpretive education program.

A program of interpretive education should include the issuance of brochures and pamphlets that explain fundamental principles in simple language and illustration. Basic terminology should be defined (i.e., eutrophication, BOD, "living filter", activated sludge, various water quality terms, etc.) Types and effects, as well as sources, of various pollutants should be explained, with a discussion of alternative ways of controlling each. Case examples of various programs now in operation elsewhere should be presented, building on the educational value of real experiences over theoretical examples.

As recommended in the section on Corps staffing, expert staff capability is vital to a sound public education program. Good writing, good design, and good layout require professional knowhow. Investment in these skills early in the planning process will prevent untold misunderstanding later.

The second category of public information programming necessary to support the open planning program is that of "current information". The goal here is to provide up-to-date information about the specific

goals and activities of the Merrimack preauthorization study, as opposed to the educational program which seeks more general understanding. Here again, the news media are the key channels of communication, and competent staff support is essential. To support communications through the news media, a direct current information effort is necessary. Regular mailings of newsletters to key individuals and organizations should be planned. Packets of information should be prepared for distribution to groups who publish their own newsletters, such as various sportsmens clubs, the Audubon Society, and local conservation/environment groups.

Open Planning Staff members should be available to larger public organizations for informative talks (service clubs, garden clubs, etc.) If time and funds permit, educational displays should be developed that could be loaned to organizations or business firms in the region. Such presentations and exhibits should be skillfully designed by a professional interpreter to serve both educational and current informational objectives.

Obviously, a broad and comprehensive education and information effort will be costly in time and budget, but its importance cannot be overstressed. Its worth has been proven in the past, both by the successes of the Agricultural Extension program and by the dramatic failures of regional planning programs which ignored the need for a grass-roots education effort to support innovative planning.

Organizational Contacts. A more focused aspect of the public informational program is that of direct contact with key public organizations. Most of the discussion concerning contact with governmental organizations is applicable in the public sector as well. The Field Liaison Specialists are the key staff members here, supported with informational materials from other specialists.

As with governmental agencies, development of a local contact network involving key leaders in public organizations is vital. Initial directories of such persons and organizations is provided in Part I, Section D. Identifying and establishing contact with key regional leaders is a much more complex task than for the governmental sector. Knowing who really counts and which organizations are most critical requires an intimate knowledge of the region. The OP Staff should depend heavily on the Review Panel for advice. Excellent guidelines for identifying and establishing contact with citizen leaders is provided in the Institute for Water Resources Report 70-6, The Susquehanna Communication-Participation Study. Because of the availability of this current study, detailed discussion of these techniques are omitted here. (See especially Appendix C: "Influential Identification: Research Methods and Social-Economic Characteristics".)

As with governmental agencies, it is important to make direct contact with organization leaders, and to do so on a person-to-person basis. In some local areas reliance on a key watershed association or similar environmental group may be possible, but direct contact should be maintained

with as wide a spectrum of groups as possible. No single association or public group can be considered broadly representative of all concerned interests. To become too closely allied with one group will only serve to alienate other interest groups, even though such affiliation may seem advantageous for delegating local contacts. One possible exception, as discussed in Part I, Section D, may be the Nashua River Watershed Association, which has broad interests and representation on the Nashua tributary. Even here, however, mailings and occasional contacts with other groups in the area should be handled directly by the OP Staff.

To supplement direct organizational contact, and to aid in the planning of local leadership Workshops, discussed in the following paragraphs, at least one organizational briefing could be held in each of several locations within the region at the initiation of the study. Locations of these briefings should be determined on the bases of the Field Liaison Specialists' experience and advice of the Review Panel. Such briefings could be directed to explaining the open planning program; to exchange views and build a common perception of the program. A later, region-wide organizational briefing might provide a good forum for the public announcement of final plan alternatives at the conclusion of Phase 3. As with governmental organizations, however, large representative meetings should probably be avoided. These have doubtful value as working sessions and always have the potential for generating unexpected controversy.

Public Involvement Activities. Direct public participation in the planning process is the heart of the open planning process. Discussion

of this activity so late in this report may seem to suggest it is but one of many other activities. Its location in the report should, however, indicate its position as the culminating objective of all that has preceded it, and its heavy dependence on recommendations in previous sections.

Effective public participation in Workshops and Forums will depend upon how well information programs via the media and direct contact have operated, how thoroughly common perceptions of the open planning process are shared, and how well the technical aspects of the program have been investigated and analyzed. Without this careful and comprehensive preparation, open public meetings will be little more than a recitation of previously-held opinions and restatements of old positions.

Three categories of public participation are recommended for the Merrimack open planning program: Study Groups; Leadership Workshops; and Public Forums. These three activities form a sequential system of public participation.

(a) Study Groups. This activity might be considered an extension of the public education program, as well as a participation activity. On the basis of local contacts made in Phase 2, it is suggested that local Study Groups be established under the sponsorship of interested public groups. Initiative for such groups ought to come from local organizations themselves, with study materials and resource persons through the Corps' Local Liaison Specialists. Logical organizations for the sponsorship of such groups might be the League of Women Voters, watershed associ-

ations, student organizations, and similar groups who conduct such study sessions as a regular part of their organizational activities.

Early publicity should be given to this activity in the press, through newsletters, and in initial organizational contacts. This should be accomplished as soon as possible during the summer months, when many groups are planning fall activities.

The specific topics of each Study Group should be determined by the sponsoring group itself, with the Corps acting only as a resource for information. Whenever possible, these groups should be encouraged to get assistance from other water resource specialists -- local consultants, college faculties, government agency personnel.

The objective of these Study Groups is to extend and expand local public understanding as background for the more public Forums and Workshops. Actual monitoring of these groups should be unnecessary, anticipating that participants will take an active role in other forms of public participation.

A possible variation of the Study Group might be the adoption of a water management study for a college course or graduate student research project. Previous Corps contacts with college and university faculty members who have served as consultants on the feasibility study might be used to explore this possibility. Consideration should also be given to possible funding of graduate student research on some aspect of the open planning program. Student research projects, either courses or graduate research, might be presented at Leadership Workshops by the student participants. Students have the rare knack of getting at the heart of complex

issues, and can often add considerable enthusiasm to meetings. As "the future", they often have better foresight than many of their elders -- foresight that is vital to understanding the implications of a program as comprehensive and future-oriented as the proposed Merrimack Wastewater Management project.

(b) Leadership Workshops. The Leadership Workshop is probably the one most important mechanism for achieving direct and meaningful interaction between the public and Corps Planners.

Methods for planning and operating Workshop meetings are carefully developed in the previously-cited report of the Institute for Water Resources, The Susquehanna Communication-Participation Study, which should be carefully studied by the OP Staff and members of the Review Panel. (See pp. 14-16; 30-39; Appendix A and B.)

As recommended in the above-cited report, Workshops should be sponsored and hosted by a local organization or committee. Such sponsorship might develop from earlier Study Groups or through key watershed organizations identified during field contacts. One possibility, which would insure broad representation of geographic areas and eliminate possible conflict over the selections of sponsors, would be to seek the support of town Conservation Commissions. One difficulty with this approach will be the highly variable strength and public visibility of these Commissions. Perhaps a combined sponsorship could be sought, with a citizen group sharing official sponsorship with one or more Conservation Commissions. Regardless of how sponsorship is decided, Field Liaison Specialists will

need to assist local sponsors in making invitations, in preparation of pre-meeting informational materials, and other arrangements (see Susquehanna Report, pp. 57-58).

The timing and location of meetings will require careful planning as well. Here the Review Panel should play a key role in advising the OP Staff on geographical grouping sensitive to local social and political patterns. The goal is to facilitate face-to-face interaction between planners and local leaders in a small group, working situation. A free and open exchange of ideas is necessary to insure that local considerations can be brought to bear on the evaluation of alternative plans.

Workshop activity is a major feature of public participation in Phase 3, and must be carefully monitored throughout this Phase. While Panel members are not encouraged to participate directly in local workshops, individual members who reside in the area of a particular workshop should probably attend as observers. If however, the individual feels his or her attendance would in any way hinder open discussion, or force the Panel member to take a premature position on some controversial issue, attendance should be discouraged.

A member of the survey planning staff and the Open Planning Coordinator should be present at every Workshop to brief participants on the study and to serve as a resource during discussion. The Field Liaison Specialist for the State should also be present to provide staff assistance to the local sponsor and to facilitate feedback to the staff and Review Panel. Such monitoring might include a taped record or carefully-edited written summary. If possible, a dis-interested third party might monitor several

workshops to provide feedback on the format and conduct of the workshop. Such an observer might be an outside consultant hired to specifically monitor and report on local public participation programs, or be a member of a larger effort to evaluate the overall open planning program. This is discussed in further detail in the following section. (Section D - Program Evaluation.)

Following every local Workshop the OP Staff, Review Panel, and staff members who participated in the workshop should hold a review session, both to evaluate the substantive feedback from the Workshop and to review the format and conduct of the Workshop itself. These sessions will provide the basis for improving each subsequent Workshop.

In Phase 4 a single regional Workshop should be held, drawing participants from the various sub-regional Workshops held during Phase 3. Sponsorship for this Workshop might be sought from a regional organization, such as the New England River Basins Commission. Here the goal is to focus on regional considerations in evaluating plan alternatives, in light of local issues discussed at local Workshops. The Review Panel should play a major role in selecting regional Workshop participants, and actively participate directly in the Workshop. This session will provide both the Panel and the Corps staff an opportunity to identify possible social/political tradeoffs necessary to determine the final proposed plan.

Timing of the Regional Workshop should be arranged to immediately follow the regional Technical Panel(s) meeting, so that Review Panel members and Corps staff personnel will have the immediate benefit of these technical discussions.

c. Public Forums. The third category of public involvement is similar to the traditional public hearing, though somewhat less formal. Also, as opposed to a hearing, discussion is focused on tentative alternatives, rather than a final plan proposal.

The Forum differs from the Leadership Workshop in that it is open without invitation and intended for much larger audiences. The Forums should, however, be sponsored by the same group that sponsored the Workshop in the immediate area if possible. The format of the Forum will be less that of a working session, with brief formal presentations by Corps staff and key participants from the previously-held local Leadership Workshop. Most time would probably be spent in an informal question and answer session.

As in the Leadership Workshop, stress must be put on the tentative status of various alternatives, and that the purpose of the Forum is to obtain feedback from the public to further refine proposals. The same thorough, careful monitoring should be made of these sessions as recommended for Workshops, with an additional evaluation of media reports and editorial response to the Forum.

The occasion of a Forum in a given area should serve as a catalyst for thorough newspaper and radio coverage of the study and various alternative proposals. Press releases, newsletter mailings, and the distribution of educational materials should be carefully timed to precede Forum meetings. The Current Information Specialist should contact media personnel directly or, in larger metropolitan areas, hold a press briefing immediately prior to the Forum. Pre-Forum packets should be made available to media repre-

sentatives and key local leadership. Those who participated in Leadership Workshops will already have considerable background experience and materials, and, if they are willing, might be called upon to give local media an interview concerning the study and proposed alternative plans. Encouraging coverage of both friendly and opposing views is important, both to reinforce the concept of "openness" and to keep discussion within the open planning framework. It will be far more effective to have controversy expressed openly in Public Forum meetings than to have it emerge in counter-meetings or later newspaper coverage.

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The sequential pattern of Study Group/Leadership Workshop/Public Forum may not always be possible in every area, but such build-up of participation should be attempted whenever possible. Much will depend on advance planning and careful execution of early contact activities.

Planning Workshop and Forum activities should include careful study of the two previously-cited Institute for Water Resources reports, 70-6 and 70-7, and specific references cited in their bibliographies. These documents contain a wealth of information we have not attempted to summarize here.

D. PROGRAM EVALUATION

Evaluation of the proposed open planning program is an important and integral part of the open planning process, as well as a potential source of information for subsequent planning efforts in other regions. To some extent both of these evaluation objectives can be met simultaneously, but the need for immediate use of this intelligence during the study requires somewhat separate approaches.

1. Concurrent Evaluation and Monitoring.

Throughout this report emphasis has been given to the need for constant monitoring, evaluation, and adjustment of the open planning program. The purpose, as stated elsewhere in this report, is to keep the process as responsive to public needs and demands as possible; to maintain public support and to insure active public participation throughout the program. Public "control" of the open planning process is, perhaps, one of the major keystones of the entire process. Concurrent evaluation and monitoring of the process is to be accomplished in several ways:

First, a major responsibility of the Open Planning Coordinator and his staff is to constantly monitor the program, making feedback available to the Review Panel and study staff on a current basis. Such information should be provided in summary written form and in oral reports at regular staff and Panel meetings. To accomplish this, the Coordinator or a member of his staff should be present at all public participation activities: Leadership Workshops, Forums, media and organizational briefings.

During the ongoing program, only the Open Planning Staff will be in a position to maintain a full overview of the entire open planning process.

Secondly, the Review Panel has as one of its major responsibilities the continual monitoring and review of the open planning process. This must include first-hand experience as well as evaluation of feedback from the OP Staff. This direct evaluation is necessary for two reasons:

There is no substitute for direct experience, especially for the Review Panel which is uniquely qualified to understand the interpret public response to the program. Their intimate knowledge of the social patterns and political orientations of specific local areas is crucial to assessing subtle trends in public opinion that might be overlooked by a Corps staff member unfamiliar with the community.

Also, direct Review Panel evaluation will obviate the natural tendency of staff personnel to shape feedback to reflect favorably on their performance. This is not to suggest that such interpretation would be consciously biased, but rather that staff personnel will be looking for anticipated responses they sought in organizing public activities. Only direct experience at selected public activities will provide the Review Panel a realistic basis for evaluating staff-prepared feedback reports from meetings at which direct Panel observation is impossible.

Finally, it would be advisable to periodically commission outside consultants to observe and report on selected activities. For example, a competent free-lance writer might evaluate public information materials; a public participation expert might observe and report on selected Leadership Workshops or a Public Forum; a public opinion analyst might conduct

a sample opinion poll in a selected area prior to and following a Public Forum. These sample evaluations could provide further bases for checking the ongoing internal evaluation process.

Perhaps the most important factor in an ongoing evaluation program is the attitude of the planning staff. At no time should the planning process, especially the public participation portion, be considered a "blue print" process. Flexibility, sensitivity to the need for change, and readiness to innovate ought to be key themes of the program. This clearly runs counter to traditional engineering and planning approaches; only conscious commitment to open planning philosophy will override these traditional biases.

2. Formal Study and Evaluation.

Beyond direct monitoring and evaluation for purposes of in-process adaptation of the open planning program, this project offers an excellent opportunity for formal research on open planning. Several approaches might be considered:

Research could be designed to monitor public opinion and attitudes throughout the study to obtain an objective measure of program effectiveness. The Corps' Susquehanna Communication-Participation Study (IWR Report 70-6) provides good background for the design of such a study. Such study might be commissioned with an independent consulting firm or with an academic institution, either as a graduate study project or a contract study by an individual faculty member.

Several aspects of the open planning program would offer an opportunity

for study of organizational and administrative questions. The relationship of an "open" process to the administration of formal, bureaucratic organizations has received little study by political scientists and organizational analysts. This may well be one of the most critical aspects of open planning, and one that deserves early study. Much of the research in formal organizations would suggest that "open" modes of administration run counter to the basic organizational patterns of large bureaucracies which are designed for internal responsiveness and control. As open planning becomes more widely applied it will be important to know what organization stress may be generated and how organizational patterns should be adapted to accomodate "open" planning and administration.

Determination of other specific research studies that might be conducted during the proposed program should be made as soon as possible. Distribution of this report to selected university researchers might offer a way of identifying possibilities that could be undertaken by students or faculty on an independent basis without Corps financial support. If possible, however, a modest research budget should be planned to supplement or fully support outside research. The necessity to launch the pre-authorization study as soon as possible might not permit outside researchers to obtain funds in time to follow the project from beginning to end.

Finally, from an educational standpoint, this project could yield valuable teaching materials in the form of case studies. Such case studies could be prepared for the entire program, or for selected portions: Review Panel meetings, a sequence of local public participation activities

(Study Group, Leadership Workshop, Public Forum), or Open Planning Staff operations. Several schools of public administration in the area might be willing to conduct such a study, either as part of a seminar project or as individual faculty research.

While the foremost objective of this study report is to insure a commitment to openness in planning activities, with recognition of the need to meet survey study schedules as the next priority, careful consideration should be given to the research potential of this project. This report should be given early review by the Chief's staff and by the Institute for Water Resources to insure that every opportunity for research is fully considered. As an innovative venture in water resources planning, this project could yield valuable experience for the future of open planning in the Corps of Engineers and similar agencies.

APPENDIX A

GOVERNMENTAL INSTITUTIONS

An Appendix to Part 1, Section C.

Note: This Appendix is primarily a summary of legislative authorities and responsibilities, and as such, provides no analysis of the degree to which these legislative authorizations are expressed in agency programs or are applied in actual practice.

APPENDIX A

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FISH AND WILDLIFE SERVICE
Washington, D.C.
Spencer H. Smith, Acting Director

Legislation:

16 U.S.C.A. Sec. 665- Fish and Wildlife Coordination Act

Power:

The Secretary of the Interior through the Fish and Wildlife Service, and the Bureau of Mines, is authorized to make investigations as he deems necessary to determine the effects of domestic sewage, mine, petroleum, and industrial wastes, erosion silt, and other polluting substances on wildlife. From these reports are to be made recommendations to Congress for alleviating dangerous and undesirable effects of such pollution. These investigations shall include: the determination of standards of water quality for the maintenance of wildlife; the study of methods for the recovery of useful or marketable products and byproducts of wastes; the collation and distribution of data on the progress and results of such investigations for the use of Federal, State, municipal, and private agencies, individuals and enterprises.

ENVIRONMENTAL PROTECTION AGENCY
J.F.K. Building, Boston, Mass. Rm 2303
John A.S. McGlennon, Regional Administrator

Legislation:

Federal Water Pollution Control Act
Water Quality Improvement Act of 1970 (See Annex A-1)

Purpose:

Establishing standards of quality that will be such as to protect the public health or welfare and enhance the quality of water.

Powers:

Develop a comprehensive and uniform program for water pollution control.

Provide grants for research and development, water pollution control programs, and for the construction of treatment works.

Enforcement:

The discharge of matter into interstate waters or portions thereof, which reduces its quality below standards, is subject to abatement, except that at least 180 days before abatement a notice must be given to the violators and other interested parties of the violation. If abatement is not had within a specified time period a suit may be brought by the Attorney General. If the pollution is such that it endangers the health or welfare of the state where the discharge originates then this suit can only be brought upon the request of the Governor of that state.

The Water Quality Improvement Act of 1970 places emphasis on the compliance with water quality standards as the basic mechanism for ensuring water quality protection. This Act provides:

1. That any applicant for a Federal permit or license to construct or operate any facility which may result in any discharge into navigable waters of the U.S. shall provide certification from the state in which the discharge originates that such facilities or related activities can be expected to comply with applicable water quality standards.
2. Any real property or facility which a federal agency has jurisdiction over in any federal public works activity of any kind, shall ensure compliance with applicable water quality standards.

NEW ENGLAND INTERSTATE WATER POLLUTION CONTROL COMMISSION
607 Boylston Street, Boston, Mass.
Alfred E. Peloquin, Executive Secretary

Legislation:

Massachusetts - M.G.L.A. Chapter 21
New Hampshire - R.S.A. 488 (See Annex A-3,4)

Purpose:

The abatement of existing pollution and the control of future pollution in interstate waters, through the cooperation of all New England States and New York.

The New England Interstate Water Pollution Control Commission is deemed to be a body corporate and politic, having the powers and duties which are enumerated in the Compact. It also may have any additional power that may be conferred upon it by an act of a signatory state. This Compact applies to all interstate waters of signatory states and tidal waters ebbing and flowing past the boundaries of any signatory state.

Powers:

1. Establish reasonable physical, chemical and bacteriological standards of water quality, satisfactory for various use classification.
2. Each signatory state agrees to submit its classifications of interstate waters to the commission for approval.
3. The Commission may from time to time make such changes in classifications and standards as may be required by changed circumstances, or as may be necessary for uniformity.

The intent and purpose as stated in the Compact is the prime mover of the Commission. However, direct implementation of this is left up to the agencies of the various states involved. The states have pledged cooperation throughout the Compact. They have agreed to establish water quality standards, and to set up programs for the treatment of sewage and industrial wastes which will meet standards established by the Commission for classified waters. The states have in sum pledged to provide for the abatement of existing pollution and for control of future pollution of interstate inland and tidal waters, and to put and maintain these waters in a satisfactory condition consistent with the highest classified use of each body of water. However, as the Compact exists presently it is not through the N.E.I.W.P.C.C. that the states fulfill their pledges but rather any regulation is left up to the individual state.

APPENDIX A-4

REGIONAL

NEW ENGLAND RIVER BASINS COMMISSION
55 Court Street, Boston, Mass.
R. Frank Gregg, Chairman

Legislation:

Authority for this Commission lies with the Water Resources Planning Act, 42 U.S.C.A. 1962 et seq. In this Act the President is authorized to establish river basin water and related land resources commissions, at the request of a Governor of the state in which the basin is located. Such a request was made by the New England Governors, and the response to it was the establishment, by Executive Order 11371, of the New England River Basins Commission.

Powers:

1. Serve as the principal agency for the coordination of Federal, state, interstate, local and nongovernmental plans for the development of water and related land resources in its areas.
2. Prepare and keep up to date, to the extent practicable, a comprehensive plan for coordination of Federal, state, interstate, local and nongovernmental plans for the development of water and related resources. This plan shall include an evaluation of all programs for achieving optimum development and may be prepared in stages including recommendations with respect to individual projects.
3. Recommend long-range schedules of priorities for the collection and analysis of basic data and for the investigation, planning, and construction of projects.
4. Foster and undertake studies of water and related land resources.

The New England River Basins Commission lacks any regulatory powers. The Commission consists of membership from federal agencies, state and interstate representatives, including one from the N.E.I.W.P.C.C., primarily serving a study/coordination function. Therein lies the Commission's power, as a coordinator of all these groups. The Commission itself interprets its role as a joint planning agency, viewing itself as a link between Federal and state action programs. The Commission serves a study function.

NEW ENGLAND REGIONAL COMMISSION
55 Court Street, Boston, Mass.
Richard E. Wright, Executive Director

Legislation:

Title V of the Public Works and Economic Development Act of 1965

Powers:

Investigate regional problems, and plan and carry out programs and projects to foster the growth of the New England region.

Provide a forum for consideration of problems of the region and proposed solutions.

Formulate and recommend legislation.

Sponsor demonstration projects designed to foster regional productivity and growth.

Basic contribution is financial, either by encouragement of private investment or through expenditures of federal and state money.

DIVISION OF WATER POLLUTION CONTROL
100 Cambridge Street, Boston, Mass.
Thomas C. McMahon, Director

Legislation:

M.G.L.A. Chapter 21 Section 26-53 -- Clean Waters Act
(See Annex A-5)

Purpose:

To enhance the quality and value of water resources in the Commonwealth through a program for the prevention and control and abatement of water pollution.

Powers:

Encourage the adoption of plans for the prevention and control and abatement of water pollution, by users of waters of the commonwealth.

Cooperate with other state, federal, and interstate agencies , and dispense monies from these agencies.

Conduct a program of study and research.

Adopt standards of water quality and a plan for their implementation and enforcement.

Examine periodically the water quality of various waters of the commonwealth.

Prepare and keep current a comprehensive plan for water pollution prevention and abatement.

Adopt rules and regulations.

Require submission for approval of reports and plans of abatement facilities.

Undertake to have oil seepage or discharge removed by whatever method is considered best. Determine persons responsible for causing such seepage or discharge.

APPENDIX A-6 continued

Establish water pollution abatement districts. These districts shall then become a body politic and corporate and shall have a commission called a district commission. These districts have been allotted various powers which include management, control, and supervision of abatement facilities, they may construct, acquire, improve and maintain abatement facilities, they also may exercise eminent domain powers, and apply and receive financial assistance from federal and state governments. These districts must present a plan for water pollution abatement to the Division in accordance with federal and state standards. The Division shall supervise the facilities of these districts.

Perhaps the biggest power of the Division of Water Pollution Control is its enforcement abilities. Sections 42-45, delineate these capabilities, providing the broadest, fastest base presently available against water polluters. These Sections contain the phrases "whoever" and in "contravention of the standards of water quality". What is provided thusly, is that "whoever", meaning any person or governmental body, or industry, who either directly or indirectly, discharges or permits to be discharged, organic or inorganic matter, sewage or industrial waste, or oil, which contributes or causes conditions in contravention of water quality standards, may be not only stopped but also be punished for such violation.

These Sections further provide that before any disposal system for the discharge of sewage or industrial waste is constructed or operated, a permit must be obtained from the Division. The Division may also issue licenses for the loading and discharging of petroleum products. It may also require that booms be placed around vessels engaging in such activities. Anyone who is in the business of collecting or disposing of waste oil shall not do so without a permit from the Division.

DIVISION OF CONSERVATION SERVICES
100 Cambridge Street, Boston, Mass.
George S. Sprague, Director

Legislation:

M.G.L.A. Chapter 21 Section 18-25 (see Annex A-6)

Purpose:

In this division there is a committee for conservation of soil, water and related resources, called the State Committee.

Powers:

Encourage and assist education work in conservation and development of renewable natural resources.

Advise the director in developing policy related to conservation districts.

Allot money appropriated by the general court for establishing and maintaining conservation districts.

The governing body of the conservation district are the supervisors. Their powers are: conducting surveys, investigations, and research relating to the conservation and development of natural resources, control and prevention of soil erosion, prevention of erosion, floodwater and sediment damages, the conservation, development utilization and disposal of water.

Carry out prevention and control measures, including the giving of financial assistance for such purposes and also necessary machinery, equipment and materials.

Develop a comprehensive plan.

MASSACHUSETTS WATER RESOURCES COMMISSION
100 Cambridge Street

Legislation:

M.G.L.A. Chapter 21, Section 8-15 (See Annex A-8)

Powers:

Consult and meet on matters concerning watersheds, water systems, storage basins, both natural and artificial, underground and surface water supplies.

Study the needs of the Commonwealth with respect to water conservation and flood prevention.

Take by purchase or eminent domain land and waters that it deems necessary to meet future water resource needs of the Commonwealth for flood control, low flow augmentation, and municipal water supply.

Act as a coordinating agency between all departments of the Commonwealth and also of the federal government in respect to water conservation and flood prevention programs.

Administer the Watershed Protection and Flood Prevention Act (Public Law 566).

Conduct or have conducted water favorability studies.

Appoint the Director of the Division of Water Pollution Control and supervise the carrying out of the Division's work and approve water pollution abatement districts.

DEPARTMENT OF PUBLIC HEALTH
600 Washington Street
Dr. Alfred L. Frechette, Commissioner

Legislation:

M.G.L.A. Chapter 111 & 83, Section 1 & 7 (See Annex A-9)

Power:

The Department has power to regulate pollution in water supply.

Adopt sanitary code.

Must approve all plans for sewerage systems and sewage treatment and disposal systems.

If the Department determines a filter bed or other treatment works causes pollution or is likely to become a nuisance, it may issue a notice to the operator requiring such change as may be necessary for the proper and efficient purification and disposal of sewage.

If the Department determines the offending discharge is of manufacturing waste or other substance of such character as to interfere with the efficient operation of the works, it may prohibit its entrance, or it may regulate it, or it may require a satisfactory treatment of the material.

The Department has adopted certain rules and regulations in regard to what substances can be discharged into waters. These regulations are included; however they may be superceded by the division of Water Pollution Control.

DEPARTMENT OF PUBLIC SAFETY
1010 Commonwealth Avenue
John F. Kehoe, Commissioner

Legislation:

M.G.L.A. Chapter 91 Section 59 (See Annex A-11)

Powers:

Enforce the provisions of M.G.L.A. Chapter 91 Section 59. This section provides that anyone who pumps, discharges, or causes the same to happen into any of the lakes, rivers, or on tidal waters and flats, any crude petroleum or any oil or bilge water, in such a manner as to pollute, contaminate, or to be of a nuisance, or injurious to public health, shall be punished by fine of \$1,000.

DEPARTMENT OF PUBLIC WORKS
100 Nashua Street, Boston
Mr. Bruce Campbell, Commissioner

Legislation:

M.G.L.A. Chapter 91 (See Annex A-12)

Powers:

General care and supervision of harbors and tide waters within the Commonwealth; waters and banks of the Connecticut River.

Prevention and removal of encroachments and causes of every kind which may injure said rivers, or interfere with the navigation of such harbors, injure their channels, or cause a reduction of their tide waters.

Protect the rights and property of the Commonwealth in these rivers or harbors, or tidal waters.

Undertake construction work for the improvement, development, maintenance and protection of such waters.

Issue licenses and prescribe terms for the construction or extension of a dam, road, bridge, or other structure, or the filling of land, the driving of piles, or the making of excavations in the non-tidal part of the Merrimack River below high water mark.

INTERSTATE REGIONAL PLANNING DISTRICTS

Legislation:

M.G.L.A. Chapter 40B, Section 1-8 (See Annex A-13)

Purpose:

Groups of cities or towns may vote to become members and establish planning districts.

Powers:

Make careful studies of resource possibilities and needs.

Prepare a comprehensive or study plan, and make recommendations for the physical, social and economic improvement.

Make annual reports.

May enter into an agreement with Water Resources Commission for water favorability studies.

Aid local officials.

PLANNING BOARDS

Legislation:

M.G.L.A. Chapter 41, Section 81 A-D, & Section 81 L-Z (See Annex 14)

Powers:

Any city or town may establish a planning board which shall make a master or study plan of the city or town. This master plan shall designate conservation, rehabilitation and redevelopment areas.

Give annual reports regarding the conditions of the city or town and any plans and proposals for its development.

Establish the rules and regulations for subdivision approval. These rules and regulations concern length and width of roads and the installation of municipal services. They can't require land to be set aside for park or open space purposes without compensation. Existing zoning must be complied with. All subdivision plans must be approved by the planning board.

Legislation:

M.G.L.A. Chapter 40A (See Annex A-15)

Every city and town, except Boston may provide for zoning. Zoning shall be designed to conserve health; provide adequate light and air; prevent overcrowding; avoid undue concentration of population; facilitate adequate provision of transportation, water sewerage, parks, and other public requirements; encourage the most appropriate use of land. Zoning may also protect land which is subject to seasonal flooding.

BOARD OF APPEALS

Legislation:

M.G.L.A. Chapter 14, Section 81AA (See Annex A-15)

Handles appeals in zoning cases. May grant variances or permits to build despite existing zoning. All hearings in such instances shall be open to the public. All records including votes taken are a matter of public record.

CONSERVATION COMMISSIONS

Legislation:

M.G.L.A. Chapter 40, Section 8C (See Annex A-16)

Purpose:

Promotion and development of the natural resources and the protection of watershed resources in a city or town.

Powers:

Keep an index of all open space with the plan of obtaining information pertinent to proper utilization of open areas. The index includes all open marshlands, swamps, all other wet lands.

Acquire by gift, purchase, bequest, devise, lease or otherwise fees in such land or water rights, or any lesser interest, to limit the future use or conserve land and water.

The Commission can request that property be taken by eminent domain.

Adopt rules and regulations governing the use of land under its control and prescribe penalties for their violation.

The Commission may not take land used for farming or agriculture.

Conservation Commissions:

Andover	Joseph L. Monan	Haverhill	Richard Fletcher
Ashburnham	Walter S. Congram	Leominster	M. Donald Piemarini
Ashby	Robert Zottoli	Lunenburg	Nancy I. Scholl
Ayer	Loius J. Beasley	Methuen	John Marcinkevisch
Billerica	S. Gustav Wagner	Newburyport	Seth Leksey, Jr.
Chelmsford	Edmund Polubinsky	No. Andover	John Roberts
Dracut	Joseph Provencher	Pepperell	Trescott T. Abele
Dunstable	F. Brook Cover	Salisbury	Morton Wheeler
Fitchburg	George Mustakangas	Tewksbury	George Kelly
Groton	Mrs. Hugh Stoddart	Tyngsboro	Thomas E. Coughlin
Groveland	James F. Sweeys	Westminster	Donald Grahn

WATER SUPPLY AND POLLUTION CONTROL COMMISSION
61 Spring Street, Concord
William A. Healy, Executive Director

Legislation:

R.S.A. 149 (See Annex A20, 21)

Purpose:

To develop and maintain a program for pollution abatement, by installing all forms of treatment desirable to maintain all surface waters of the state in a clean condition.

Powers:

Recommend to the legislature a classification for all streams, ponds, and tidal waters or sections thereof.

Exercise general supervision over administration and enforcement of Chapter 149.

Study and investigate all pollution problems.

Discover the best method for treatment of sewage and industrial wastes.

Require the filing of plans and specifications for handling of sewage and industrial and other wastes, 30 days prior to the beginning of construction.

Approve applications for state and federal aid in the interest of pollution control.

Confer with authorities of any state and submit regulations relative to the adoption of interstate compacts and carry out these agreements.

Establish, equip, and operate suitable laboratories for sewage or waste treatment systems.

Provide services and technical assistance in the area of sanitary engineering.

Measure and monitor residual pesticides in water.

APPENDIX A-15 continued

Establish rules and regulations governing prequalification of consulting engineers.

Formulate a policy relating to long term trends affecting the purity of waters of the state.

Enforcement:

After adoption of classifications, the Commission shall enforce them by appropriate action in the courts of the state.

If a person is responsible for discharging pollutants into waters which causes the lowering of the quality of water below the minimum requirements, the Commission may fix a time for abatement of such pollution. This time limit can be extended for good cause, and in the case of a municipal polluter, the time shall not be less than 2 years or more than 5 years.

The Commission can give permits for the discharge of any sewage or waste. In granting these permits the Commission may prescribe a degree of treatment. These permits shall be reviewable periodically in order to ensure water quality standard compliance.

The Commission can order the immediate removal of rubbish or junk placed in surface waters.

Variances may be granted from existing use classifications.

The Commission may investigate the conditions and methods relating to the disposal of sewage in any municipality and require installation of public sewers if warranted, if a municipality fails to comply it may be fined.

If any person wishes to subdivide near a shoreline or construct a sewage or waste disposal system near any shoreline, their sewage or waste disposal system must meet with the approval of the Commission.

APPENDIX A-16

NEW HAMPSHIRE

WATER RESOURCES BOARD
State House Annex, Concord
George M. McGee, Sr., Chairman

Legislation:

R.S.A. 481

Purpose:

Conservation and distribution of water and the regulation of the flow of rivers and streams.

Powers:

Investigate and ascertain the facilities for storing, conserving, controlling, and distributing surplus water.

Acquire, hold and dispose of personal property.

Acquire by purchase or condemnation real property, and sell and dispose of real property.

Construct and maintain and operate projects.

Control all public waters of the state.

Bring suit to prevent injurious diversion of waters which naturally flow from other states into New Hampshire.

INDUSTRIAL DEVELOPMENT AUTHORITY

Legislation:

R.S.A. 162-A (See Annex A-23)

Purpose:

To provide for the establishment and redevelopment of such areas together with adequate transportation, water, sewage and other necessary facilities so as to provide and encourage orderly industrial and recreational development in the best interest of the state.

Powers:

Sue and be sued.

Adopt and amend by-laws covering procedure, rules and regulations governing use of industrial parks and any other services made available in connection with said parks; develop, construct, and reconstruct facilities; maintain and operate an industrial park.

Acquire, hold, and dispose of personal property.

Acquire by gift, purchase, lease, or otherwise, real property and easements therein.

Sell or lease plots of land and charge and collect fees for services.

Make contracts.

Accept grants and cooperation of the United States.

Employ assistants, agents, and consultants.

Borrow money, make and issue negotiable bonds etc.

Develop as an industrial park real property owned by any local development corporation.

Acquire title to an industrial facility by issuing revenue bonds.

APPENDIX A-17 continued

Spend public money for roads to private recreational areas, public airport, and industrial areas, (provided roads are approved by the general court).

Loan money to local or other development corporation eligible to participate in programs under the Small Business Investment Act.

There is also the right of the Authority to construct or reconstruct a suitable industrial building.

APPENDIX A-18

NEW HAMPSHIRE

DEPARTMENT OF PUBLIC HEALTH
61 S. Spring Street, Concord
Mary M. Atchison, Director

Legislation:

R.S.A. 125 & 147 (See Annex A-24)

Powers:

Most of the powers of the Department have been transferred to the Water Supply and Pollution Control Commission. The Department still maintains control over water supply pollution. The Department may also adopt control measures regulating public dumping facilities in regard to pollution of streams and bodies of water by such facilities.

DISTRICT DEPARTMENT OF HEALTH

Legislation:

R.S.A. 127 (See Annex A-25)

Any town or city may unite with another to form a district department of health the affairs of which are to be managed by a Board.

The health officers of towns may make regulations for the prevention of nuisances and such other regulations relating to the public health as in their judgment the health and safety of the people require. The health officer shall be appointed by the director of the division of public health services, and it is his responsibility to enforce public health laws, and make such sanitary investigations as may be directed by the local board.

PLANNING BOARDS

Legislation:

R.S.A. 36 et seq. (See Annex A-26)

Powers:

It is the duty of the planning board to prepare a master plan. In doing so they must make a comprehensive survey and study of existing conditions and of data and information relative to the probable future growth of the municipality and its environs. This master plan is to promote health, safety, and welfare as well as provide for efficiency and economy in development.

The planning board shall also have all powers granted to the zoning commission, and may from time to time recommend amendments to the zoning ordinance or zoning map.

It is the planning board's duty to adopt regulations governing the subdivision of land within its jurisdiction. These regulations are important as they can provide against, "such scattered or premature subdivision of land as would involve danger or injury to health, safety or property by reason of a lack of water supply, drainage, transportation, or other public services, or necessitate an excessive expenditure of public funds for the supply of such services". These regulations may require open spaces, adequate land proportions, suitably located streets and widths, and even in certain cases, recreation areas. Provisions must be made for on site sanitary facilities and also for compliance with zoning ordinances. These regulations can be amended and altered, but their basic purpose of creating conditions favorable to health, safety, convenience or prosperity, must be complied with.

ZONING

Legislation:

R.S.A. 31:60-89L (See Annex A-27)

Purpose:

The promotion of the health, safety, morals, or general welfare of the community.

APPENDIX A-19 continued

Powers:

The legislative body of any town is empowered to regulate and restrict height, number of stories, size of buildings, lot sizes, yard sizes, courts and open space, density of population, location and use of buildings, structures and land for trade, industry, residence or other purposes. Such regulations should be in the form of a comprehensive plan.

Board of Adjustment

In appropriate cases and subject to appropriate conditions and safeguards, this Board may make special exceptions to the terms of zoning ordinances in harmony with its general purpose and intent and in accordance with general or specific rules.

Planning Boards:

Bedford Planning Board
Town Office
Bedford, NH

Belmont Planning Board
Town Hall, Main Street
Belmont, NH 03220

Bow Planning Board
Town Office, 10 Grandview Rd.
Bow, NH 03301

Concord Planning Board
City Hall, 41 Green St.
Concord, NH 03301

Franklin Planning Board
City Office
Franklin, NH 03235

Goffstown Planning Board
16 Main Street
Goffstown, NH 03045

Hooksett Planning Board
Town Office
Hooksett, NH 03106

Hudson Planning Board
12 School Street
Hudson, NH 03051

Laconia Planning Board
City Planning Office
Laconia, NH 03246

Manchester Planning Board
904 Elm Street
Manchester, NH 03101

Merrimack Planning Board
Town Office, Baboosic Lake Rd.
Merrimack, NH 03054

Nashua Planning Board
30 Elm Street
Nashua, NH 03060

Northfield Planning Board
Town Hall, 21 Summer Street
Tilton, NH 03276

Pembroke Planning Board
145 Main Street
Suncook, NH 03275

Sanbornton Planning Board
Town Hall
Sanbornton, NH 03269

Tilton Planning Board
Town Office, 145 Main Street
Tilton, NH 03276

REGIONAL PLANNING COMMISSION

Legislation:

R.S.A. 36:45 et seq. (See Annex A-28,29,30)

Purpose:

Allows municipalities and counties to join in the formation of regional planning commissions, whose duty shall be to prepare a coordinated plan for the development of a region. To encourage the most appropriate use of land, the proper and economic location of public utilities and services, the development of adequate recreational areas, the promotion of good civic design, and the wise and efficient expenditure of public funds, bearing in mind the general purpose of the promotion of the health, safety, morals, and general welfare of the region and its inhabitants.

Powers:

The giving of advise concerning the development of the region with its jurisdiction for the full improvement, protection, and preservation of the region's physical and human resources.

Preparation of a comprehensive master plan, including recommendations for various uses of land, including modernization and coordination of building, housing, zoning, and subdivision regulation, and their enforcement on a coordinated and unified base. Render assistance to planning boards in any municipality within the delineated region.

Develop a plan of action for dealing with urban slums and blighted and deteriorated areas within the community and the establishment and preservation of a well planned community with suitable living environment for adequate family life.

APPENDIX A-21

NEW HAMPSHIRE

CONSERVATION DISTRICTS

Legislation:

430-B (See Annex A-31)

Purpose:

Provide for establishment of conservation districts for the conservation and development of soil, water, and related natural resources, and preventing soil erosion, floodwater and sediment damages.

Powers:

State Conservation Commission:

Keep the supervisors of each district informed of all activities.

Coordinate programs.

Seek cooperation from the U.S. and other agencies.

Keep public informed concerning activities and programs.

District Supervisors:

Conduct surveys, investigations and research relating to soil erosion, floodwater sediment damages and land drainage.

Conservation of and development of the soil, water and related natural resources, carry out prevention and control and works of improvement of the same.

Conduct demonstrational projects.

Furnish financial assistance to carry out erosion control, flood prevention, drainage, watershed protection, and resource conservation and development.

Acquire by purchase or otherwise real or personal property or interests therein.

Make available agricultural and engineering equipment and other material or equipment to assist in program.

APPENDIX A-21 continued

Develop comprehensive plans for changes in land use and the conservation and development of soil, water and related natural resources and preventing and control of soil erosion, floodwater and sediment damages.

Take over any programs initiated in these areas by the U.S. or any agencies, and be an agent for the U.S. in any of the aforementioned programs.

Act as an agent for the U.S. in connection with acquisition, construction, operation of any of the programs aforementioned. Accept donations, gifts and contributions.

If land not owned by state or any agency, requirements can be made for contributions if work is done upon the land.

APPENDIX A-22

NEW HAMPSHIRE

CONSERVATION COMMISSIONS

Legislation:

R.S.A. 36-A (See Annex A-32)

Purpose:

For the promotion and development of the natural resources and for the protection of watershed resources of any city or town.

Powers:

Conduct research into local land area.

Coordinate activities of unofficial bodies organized for similar purposes.

Keep an index of all open areas, open marshlands, swamps and all other wetlands, and recommend a program for better development and utilization of all such areas.

Receive gifts of money and property.

Acquire interests in land, by gift, purchase, grant, bequest, devise, or lease, that will maintain, improve, protect, and limit the future use of land, or otherwise conserve and properly utilize open space and other land and water areas (they may not condemn property):

Conservation Commissions:

Bedford Conservation Commission
c/o Mrs. Henry Ellis
10 Orchard Hill Circle
Bedford, NH

Belmont Conservation Commission
c/o Stanley Hill
Jamestown Road
Belmont, NH - RFD #1
Laconia, NH 03246

APPENDIX A-22 continued

Bow Conservation Commission
c/o Ritchie White
Logging Hill Road
Bow, NH 03301

Franklin Conservation Commission
c/o Teofil Sokul
Main Street
W. Franklin, NH 03235

Goffstown Conservation Commission
c/o George T. Amio
Town Hall, Shirley Hill
Goffstown, NH 03045

Hooksett Conservation Commission
c/o Alfred Lambert
12 Dundee Avenue
Hooksett, NH 03106

Merrimack Conservation Commission
c/o Roger Lawrence
Lawrence Road
Merrimack, NH 03054

Nashua Conservation Commission
c/o Eugene Winkler
88 Bowers Street
Nashua, NH 03060

Pembroke Conservation Commission
c/o Theodore Natti
RFD #4
Concord, NH 03301

Sanbornton Conservation Commission
c/o David McKay
RFD #1
Laconia, NH 03246

NOTE: Concord recently voted to have a Conservation Commission --
no appointees as yet.

VILLAGE DISTRICTS

Legislation:

R.S.A. 52:1 (See Annex A-33)

These districts are established by petition of 10 or more voters who are inhabitants of any village, situated in one or more towns, for various purposes, among which are the construction and maintenance of main drains or common sewers, and the construction, operation and maintenance of sewage and waste treatment plants. Any such district may vote to act jointly with other village districts or towns, to defray expenses and take other appropriate action necessary to protect its interest in connection with federal or interstate flood control projects. The district can also acquire easements and lands necessary to comply with orders of the water supply and pollution commission. Each village district must be specifically authorized to zone by the legislature.

APPENDIX B

NEW HAMPSHIRE CITIZEN ORGANIZATIONS
An Appendix to Part I, Section D-1

APPENDIX B

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APPENDIX B-1

NEW HAMPSHIRE

ACADEMIC GROUPS - ACADEMIC INSTITUTIONS

BELNAP COLLEGE

Ronald J. Addison
Vice President for Academic Affairs
Center Harbor, NH 03226

DARTMOUTH COLLEGE

Environmental Studies Program
c/o Laurence E. Goss, Jr.
Administrative Officer
316-A Silsby Hall
Hanover, NH 03755

HOLDERNESS SCHOOL

H.E.A.T. Holderness Environmental Action Team
c/o Kim Ayers
Plymouth, NH 03264

MT. SAINT MARY COLLEGE

Environmental Encounter Summer Institute
Hooksett, NH 03106

MT. SAINT MARY'S SEMINARY

S.A.V.E. Save America's Very Existence
90 Concord Street
Nashua, NH 03060

NATHANIEL HAWTHORNE COLLEGE

Mary J. Perry, PH.D.
Science Department
Antrim, NH 03440

NEW ENGLAND CENTER FOR CONTINUING EDUCATION

Robert Forste, Staff Associate for Environmental Quality Activities
Durham, NH 03824

NEW ENGLAND COLLEGE

Dr. Charles Puglia, Dean
Division of Natural Sciences
Henniker, NH 03242

APPENDIX B-1 continued

NEW HAMPTON SCHOOL

S.T.O.P. Students that Oppose Pollution
New Hampton, NH 03256
Rick Weinert and Ellen Ruell

RIVIER COLLEGE

Bertrand C. Dufour
Assistant Professor of Biology
Department of Biology
Nashua, NH 03060

ST. ANSELM'S COLLEGE

Robert B. Monier
Institute for Research and Services
Manchester, NH

SQUAM LAKES SCIENCE CENTER

Gilbert Merrill, Director
U.S. Route 3, Box 146
Holderness, NH 03245

TILTON SCHOOL

Committee for Environmental Awareness
Tilton, NH 03276
c/o Phil Murphy

UNIVERSITY OF NEW HAMPSHIRE

Dr. Otis Hall
Institute of Natural and Environmental Resources
Petee Hall
Durham, NH 03824

William Henry, Chairman
Resources Development Council
Durham, NH 03824

Gordon Byers, Director
Water Resources Research Center
Durham, NH 03824

APPENDIX B-2

NEW HAMPSHIRE

BUSINESS, PROFESSIONAL AND CIVIC ORGANIZATIONS

ACTION FOR A BETTER NEW HAMPSHIRE

Richard Clough, Executive Secretary
4 Park Street
Concord, NH 03301

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

New Hampshire Division
Shirley Ganem, President
RFD Sanbornville, NH 03872

AMERICAN AUTOMOBILE ASSOCIATION

New Hampshire Division
Gerald Connolly, General Manager
70 Queen City Avenue
Manchester, NH 03105

AMERICAN DAIRY ASSOCIATION AND N.H. MILK, INC.

G. Allen Holmes, President
Walpole, NH 03608

AMERICAN INSTITUTE OF ARCHITECTS

New Hampshire Chapter
Edward C. Lewis, President
310 Bridgman Building
Hanover, NH 03755

AMERICAN TRIAL LAWYERS ASSOCIATION

Russell McGuirk, Chairman
95 Court Street
Portsmouth, NH 03801

NORTHWEST CIVIC ASSOCIATION

c/o Mrs. Roger Livermore
17 Broad Street
Nashua, NH 03060

SOCIETY OF AMERICAN FORESTERS

Granite State Chapter
Harold Mountain, Chairman
c/o 5 South State Street
Concord, NH 03301

APPENDIX B-2 continued

SOUTH END CIVIC ASSOCIATION
117 East Glenwood Street
Nashua, NH 03060
Steven Barnes, Chairman

ZERO POPULATION GROWTH
Capitol Area Chapter
Box 237
Concord, NH 03301

NEW HAMPSHIRE RECREATION AND PARKS SOCIETY
Gerald Cox, President
5 Langdon Street
Concord, NH 03301

NEW HAMPSHIRE SOCIAL WELFARE COUNCIL
Ann D. Agran, Executive Director
1 South State Street
Concord, NH 03301

NEW HAMPSHIRE STATE GRANGE
John Saturley, Master
Route #1
Suncook, NH 03275

NEW HAMPSHIRE TIMBERLAND OWNERS ASSOCIATION
Harold Mountain, President
Groveton, NH 03582

NEW HAMPSHIRE HISTORICAL SOCIETY
Herbert W. Hill, President
John F. Page, Director and Secretary
Park Street
Concord, NH 03301

NEW HAMPSHIRE MEDICAL SOCIETY
Hamilton S. Putnam, Executive Secretary
4 Park Street
Concord, NH 03301

NEW HAMPSHIRE MUNICIPAL ASSOCIATION
David L. Mann, Executive Director
64 South Street
Concord, NH 03301

APPENDIX B-2 continued

NEW HAMPSHIRE PLANNERS ASSOCIATION

Randall P. Raymond, President
7 South State Street
Concord, NH 03301

NEW HAMPSHIRE EDUCATION ASSOCIATION

John Hafemann, Executive Secretary
103 North State Street
Concord, NH 03301

NEW HAMPSHIRE FAMILY CAMPERS ASSOCIATION

J. Richard Williams, Executive Director
Box 308
Newburyport, MA 01950

NEW HAMPSHIRE FARM BUREAU FEDERATION

Richard G. Kelley, Executive Secretary
191 North Main Street
Concord, NH 03301

NEW HAMPSHIRE FEDERATION OF BUSINESS AND PROFESSIONAL

WOMEN'S CLUBS

Medora Plimpton, President
22 Tuck Street
Hampton, NH 03840

N.H. CIVIL LIBERTIES UNION

David Hamlin, Executive Secretary
3 Pleasant Street
Concord, NH 03301

NEW HAMPSHIRE FEDERATION OF GARDEN CLUBS

Ann Seibel, President
Plaistow, NH 03865

NEW HAMPSHIRE FEDERATION OF WOMEN'S CLUBS

Mrs. Harlan F. Johnson, President
35 Mountain Road
Concord, NH 03301

NEW HAMPSHIRE GOOD ROADS ASSOCIATION

Alfred M. Whittemore, Executive Secretary
11 South Main Street
Concord, NH 03301

APPENDIX B-2 continued

NEW HAMPSHIRE BANKERS ASSOCIATION

Stuart W. Hamilton, Jr., Executive Secretary
3 Capitol Street
Concord, NH 03301

NEW HAMPSHIRE BAR ASSOCIATION

Joseph S. Hauden, Executive Director
Charles T. Gallagher, Chairman of Special Committee on
Environment
77 Market Street
Manchester, NH 03101

NEW HAMPSHIRE CAMP DIRECTORS ASSOCIATION

Alan Stolz, President
West Ossipee, NH 03890

NEW HAMPSHIRE CAMPGROUND OWNERS ASSOCIATION

Roy Heise, Executive Director
RFD # 3
Winchester, NH 03470

NEW HAMPSHIRE CHARITABLE FUND AND AFFILIATED TRUSTS

Mrs. Jean Hennessey, Executive Director
3 North Spring Street
Concord, NH 03301

NEW HAMPSHIRE CITY AND TOWN CLERKS ASSOCIATION

Bettina B. Adams, Treasurer
Enfield, NH 03784

MOTOR TRANSPORT ASSOCIATION OF NEW HAMPSHIRE

A.J. Staby, Secretary
132 Middle Street
Manchester, NH

NEW HAMPSHIRE ARBORISTS ASSOCIATION

Roscoe Batchelder, President
14 Emerson Street
Plymouth, NH 03264

NEW HAMPSHIRE ASSOCIATION OF HISTORICAL SOCIETIES, INC.

Philip A. Wilcox
Box 73
Durham, NH 03824

APPENDIX B-2 continued

NEW HAMPSHIRE ASSOCIATION OF REALTORS, INC.
Oliver F. Dutton, Executive Vice President
185 North Main Street
Concord, New Hampshire 03301

ASSOCIATED GENERAL CONTRACTORS OF NEW HAMPSHIRE, INC.
Edward J. Haseltine, Executive Secretary
Fort Eddy Road, Box 446
Concord, NH 03301

BOY SCOUTS OF AMERICA, DANIEL WEBSTER COUNCIL
Aroz Charbonneau, Scout Executive
913 Elm Street
Manchester, NH

BUSINESS AND INDUSTRY ASSOCIATION OF NEW HAMPSHIRE
Ira B. Rogers, Executive Vice President
540 Chestnut Street
Manchester, NH 03105

CONCORD REGIONAL DEVELOPMENT CORPORATION
Attorney Robert H. Reno, President
95 North Main Street
Concord, NH 03301 (not very active at present)

DOWNTOWN MANCHESTER ASSOCIATION, INC.
Sheila B. Copeland, Executive Secretary
48 Hanover Street
Manchester, NH

ENGINEERING ASSOCIATION OF NEW ENGLAND
319 Lincoln Street
Manchester, NH

FUTURE FARMERS OF AMERICA
Martin Mitchell, State Advisor
Vocational Division
State Department of Education
Stickney Avenue
Concord, NH 03301

GIRL SCOUTS
Swift Water Council
Louise Redden, Executive Director
325 Merrill Street
Manchester, NH 03103

APPENDIX B-2

JOLLIET CLUB

32 Myrtle Street

Manchester, NH (French community social club)

APPENDIX B-3

NEW HAMPSHIRE

CHAMBERS OF COMMERCE

FRANKLIN CHAMBER OF COMMERCE

409 Central Street
Franklin, NH 03235
(Richard Clarenback, President)

GREATER CONCORD CHAMBER OF COMMERCE

83 North Main Street
Concord, NH 03301
(Gary R. Cain, Executive Vice President)

GREATER LACONIA - WEIRS BEACH CHAMBER OF COMMERCE

9 Veterans Square
Laconia, NH 03246
(Thomas G. Cain, Executive Vice President)

GREATER MANCHESTER CHAMBER OF COMMERCE

57 Market Street
Manchester, NH 03101
(Arthur J. Harnett, Jr., Executive Director)

GREATER NASHUA CHAMBER OF COMMERCE

78 Main Street
Nashua, NH 03060
(Clifford D. Colquitt, Executive Vice President)

HUDSON CHAMBER OF COMMERCE

38 Liberty Street
Hudson NH 03051
(Harry Piper, President)

MEREDITH CIVIC ASSOCIATION

Box 732
Meredith, NH 03253
(Hannah T. Cummings)

TILTON & NORTHFIELD CHAMBER OF COMMERCE

211 Main Street
Tilton, NH 03276
(Lou G. Carignan, President)

APPENDIX B-4

NEW HAMPSHIRE

SPORTSMEN'S CLUBS

BELKNAP COUNTY SPORTSMEN'S ASSOCIATION, INC.

Paul C. Baker, Secretary
RFD 3
Laconia, NH 03246

BELKNAP BOWMEN, INC.

June Burke, Secretary
204 Gilford Avenue
Laconia, NH 03246

CASIMER SOCIAL FISH AND GAME CLUB

Stanley Gorski, Secretary
919 Wellington Road
Manchester, NH 03104

DEERHEAD SPORTSMEN'S CLUB

Peter Zela, Secretary
1521 Mammoth Road
Hooksett, NH 03106

DERRY SPORTSMEN'S ASSOCIATION

John Corti, Secretary
28 Central Street
Derry, NH 03038

EAST MANCHESTER FISH AND GAME CLUB

George Tracy, Secretary
368 Spruce Street
Manchester, NH 03103

FEDERATED SPORTSMEN'S CLUBS OF NEW HAMPSHIRE

298 North State Street
Concord, NH 03301
(Rachel Terrill, State Representative)

FRANKLIN FISH AND GAME CLUB

Eugene T. Whiting, Secretary
6 Patriot Street
Franklin, NH 03235

APPENDIX B-3 continued

JUNIOR CHAMBERS OF COMMERCE

CONCORD JAYCEES

Box 69
Concord, NH 03301

MANCHESTER JAYCEES

Box 721
Manchester, NH 03101

NASHUA JAYCEES

box 26
Nashua, NH 03060

NEW HAMPSHIRE HOSPITAL JAYCEES

105 Pleasant Street
Concord, NH 03301

PENBROKE JAYCEES

Box 183
Suncook, NH 03275

SOUHEGAN VALLEY JAYCEES

6 South Street
Milford, NH 03055

APPENDIX B-4 continued

GOFFSTOWN FISH AND GAME

Robert Bureau, Secretary
1075 Bridge Street
Manchester, NH 03104

HORSE POND FISH AND GAME CLUB

Robert W. Tetrault, Secretary
120 Linton Street
Nashua, NH 03060

HORSE SHOE FISH AND GAME CLUB

Wilson Dubois, Secretary
Middlesex Road
Ryngsboro, MA 01879

HUDSON FISH AND GAME CLUB

Marcel Lamay, Secretary
15 Blackstone Street
Hudson, NH 03051

LONDONDERRY FISH AND GAME

Phil St. Germain, Secretary
RFD 3
Box 374
Manchester, NH 03103

LONE PINE HUNTERS, INC.

Donald Martinage, Secretary
2 Southgate Drive
Nashua, NH 03060

MASSABESIC FISH AND GAME ASSOCIATION

Ethel Tortoili, Secretary
635 Auburn Street
Manchester, NH 03103

MERRIMACK VALLEY FISH AND GAME CLUB

W.R. Nelson, Jr., Secretary
82 School Street
Concord, NH 03301

NASHUA FISH AND GAME ASSOCIATION

Rick Southwick, Secretary
Nashua, NH 03060

APPENDIX B-4 continued

NASHUA FISH AND GAME CLUB

A.E. Boucher, President
P.O. Box 363
Nashua, NH 03060

N.H. BOWMEN, INC.

Burton A. Green, Secretary
46 Bert Street
Hooksett, NH 03106

PEMIGEWASSET VALLEY FISH AND GAME CLUB, INC.

Thomas B. Gadd, Corresponding Secretary
RFD 1
Plymouth, NH 03264

PINNACLE FISH AND GAME CLUB

Alfred Lambert, Secretary
12 Dundee Street
Hooksett, NH 03106

POINTER FISH AND GAME CLUB

Everett Roberson, Secretary
95 Gabriell Street
Manchester, NH 03103

6594th INSTRUMENTATION SQUADRON ROD AND GUN CLUB

s/Sgt. Donald N. Smith, Secretary
478 Hanover Street
Manchester, NH 03101

SOUTH MERRIMACK SPORTSMEN'S CLUB

Charles Hall, Secretary
South Merrimack, NH 03085

SUNCOOK ROD AND GUN CLUB

Armand Labbe, Secretary
78 Broadway
Suncook, NH 03275

SUNSET MOUNTAIN FISH AND GAME CLUB

Colin Heath, Secretary
Canterbury, NH 03224

APPENDIX B-5

NEW HAMPSHIRE

FRATERNAL ORDERS

INDEPENDENT ORDER OF ODD FELLOWS
200 Pleasant Street
Concord, NH 03301

KIWANIS INTERNATIONAL

George H. Laramie, President
90 Rockingham Avenue
Concord, NH 03301

Robert Carbone, Secretary
Hampstead Road
East Derry, NH 03038

Martin Feuerstein, Secretary
801 Central Street
Franklin, NH 03235

John Newton, Secretary
1423 Old North Main Street
Laconia, NH 03246

Guy C. Aldridge, Secretary
225 Harrison Street
Manchester, NH

KNIGHTS OF COLUMBUS

Concord: 52 Bradley Street 03301

Hooksett: Hooksett Road 03106

Laconia: Court Street 03246

Manchester: 259 Hanover Street

Nashua: 173 Chestnut Street 03060

APPENDIX B-5 continued

KNIGHTS OF PYTHIAS

Grand Lodge of New Hampshire
Elmer A. Cornell, Grant Secretary
Plaistow, NH 03865

LIONS INTERNATIONAL

Roland H. Paradise, Secretary
Hickory Land
Bedford, NH

Robert D. Birch, Secretary
18 Dudley Drive
Concord, NH 03301

Herbert Slattum, Secretary
North Mast Road
Goffstown, NH 03045

Theodor H. Furs
(Hooksett)
North Main Street
Suncook, NH 03275

Earl F. Maxfield, Secretary
(Hudson)
62 Kinsley Street
Nashua, NH 03060

Harold H. Donavan, Secretary
(Laconia)
144 Lake Avenue
Lakeport, NH 03246

Joseph Devan, Secretary
55 Smyth Road
Manchester, NH

Albert W. White, Secretary
38 Lawndale Avenue
Nashua, NH 03060

Marcil J. Blais, Secretary
(Pinardville)
142 Laval Street
Manchester, NH

APPENDIX B-5 continued

MASONIC

Nick Karagianis, Recorder
Bektash Temple, A.A.O.N.M.S.
146 Broadway Street
Concord, NH 03301

Myron P. Robie, Secretary
Council of Deliberation
Masonic Temple
196 Main Street
Nashua, NH 03060

Charles H. Cheney, Recorder
Council of Order of High Priesthood
92 North State Street
Concord, NH 03301

Charles H. Cheney, Grant High Priest
Grand Chapter, R.A.M.
92 North State Street
Concord, NH 03301

Stanley A. Johnson, Grand Master
Grand Lodge, F. & A.M.
33 Hamden Drive
Keene, NH 03431

ROTARY INTERNATIONAL

John R. Hardie, Treasurer
New Hampshire Savings Bank
27 North State Street
Concord, NH 03301

Arthur Labonte, Secretary
South Main Street
Franklin, NH 03235

Jason C. Sloan, Secretary
73 Shore Drive
Laconia, NH 03246

APPENDIX B-5 continued

John W. Leeman, Secretary
(Manchester)
9 Castle Drive
Hooksett, NH 03106

Andrew S. Orr, Secretary
1 Keats Street
Nashua, NH 03060

Myron Meserve, Secretary
323 West Main Street
Tilton, NH 03276

APPENDIX B-6

NEW HAMPSHIRE

RELIGIOUS ORGANIZATIONS

CHURCH WOMEN UNITED IN NEW HAMPSHIRE

Dunbarton RFD
Goffstown, NH 03045
(Mrs. Gerald Williams, President)

NEW HAMPSHIRE ANNUAL CONFERENCE OF THE UNITED METHODIST CHURCH

154 Main Street
Nashua, NH 03060
(Rev. Ernest K. Drake, Secretary)

NEW HAMPSHIRE BIBLE SOCIETY

24 Warren Street
P.O. Box 63
Concord, NH 03301
(Rev. Frank H. Gross, Executive Secretary)

NEW HAMPSHIRE CHRISTIAN CIVIC LEAGUE

R.D. 8 (Loudon)
Concord, NH 03301
(Paul C. Marvel, Executive Director)

NEW HAMPSHIRE CONFERENCE OF THE UNITED CHURCH OF CHRIST

85 North State Street
Concord, NH 03301
(Rev. Everett R. Barrows, D.D., Minister)

NEW HAMPSHIRE CONGREGATIONALIST CHRISTIAN CONFERENCE

Conference Center
Pembroke, NH 03301

NEW HAMPSHIRE COUNCIL OF AMERICAN BAPTIST WOMEN

25 Birch Hill Drive
Hooksett, NH 03106
(Mrs. Warren A. Harvey, President)

NEW HAMPSHIRE COUNCIL OF CHURCHES, INC.

24 Warren Street
Concord, NH 03301
(Rev. Frank H. Gross, Executive Secretary)

APPENDIX B-6 continued

NEW HAMPSHIRE METHODIST CONFERENCE
189 North Main Street
Concord, NH 03301

THE NEW HAMPSHIRE UNITARIAN ASSOCIATION
23 School Street
Concord, NH 03301
(Rev. Thomas A. Sinclair, Executive Director)

PROTESTANT EPISCOPAL DIOCESE OF NEW HAMPSHIRE
63 Green Street
Concord, NH 03301
(Bishop Rt. Rev. Charles F. Hall)

ROMAN CATHOLIC DIOCESE OF MANCHESTER
153 Ash Street
Manchester, NH
(Bishop, Most Rev. Ernest J. Primeau, S.T.D.)

STATE EXECUTIVE COMMITTEE
Young Men's Christian Association of New Hampshire
85 Warren Street
Concord, NH 03301
(Harry C. Wardwell, State Executive)

OPEN PLANNING / THE MERRIMACK

